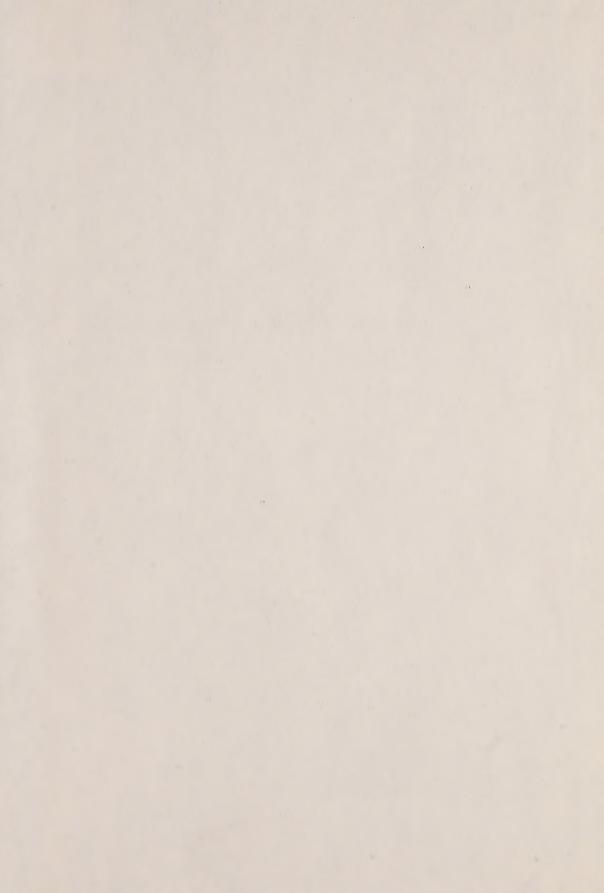


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SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

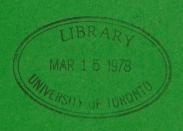
T.R.E.E.S.

(Taking Responsible Environmental and Economic Safeguards)

PRESENTED AT

RED LAKE

NOVEMBER 15, 1977





ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT THE HON. MR. JUSTICE E. P. HARTT COMMISSIONER





File Number

Exhibit Number

6.

SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

T.R.E.E.S. (Taking Responsible Environmental and Economic Safeguards)

PRESENTED AT

RED LAKE

ON

November 15, 1977

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT 416/965-9286 Digitized by the Internet Archive in 2023 with funding from University of Toronto

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TEXT OF A BRIEF

DELIVERED BY

T.R.E.E.S.

TO

MR. JUSTICE PATRICK HARTT

AT A

PRELIMINARY MEETING OF THE

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

RED LAKE, ONTARIO

TUESDAY, NOVEMBER 15, 1977



(Taking Responsible Environmental and Economic Safeguards)

T.R.E.E.S. was formed in the fall of 1976 as a reflection of the ongoing environmental concerns of its members and in response to a laissez-faire attitude evident in the Red Lake-Ear Falls area with regard to development north of 50°. Specific considerations, obviously, were the Polar Gas pipeline rumours, the power development plans for the major rivers flowing into the Hudson and James Bays, the Onakawana developments and most pertinent in a local sense, the proposed Reed Paper complex.

The primary objective of T.R.E.E.S. as a public interest group is the collecting and disseminating of accurate information pertinent to northern environment and development. We feel it is of the utmost importance that individuals have access to reliable and factual information which relates to themselves and their environment. By creating a well-informed public we hope to stimulate awareness and increase participation in molding a vital future for the people and the area.

One of our concerns is that environmental statutes will not be applied unless there is a public demand based on awareness. Maintaining this sort of awareness depends heavily on providing the public with reliable information and with practical proof that there are adequate machineries for the review of environmental problems.



We come here today to address Mr. Justice Patrick Hartt the leader of Ontario's Royal Commission on the Northern Environment. This is not the first Royal Commission which has been created to get hot issues out of the legislature and it faces the perennial problem of having its work ignored and its report shelved. If recommendations by this Commission are going to hold strength and weight then this will depend on public awareness and concern, ongoing interest and active participation.

People in this area talk of yet another Royal Commission, of southern experts coming in to solve the northern people's problems for them. They fear their money as taxpayers will be thrown away for more studies and that when it's all over and the issue has become boring and dead, governments and corporations will proceed in this intended direction and do what they please with Ontario north of 50°. They are questioning the credibility of commissions and more specifically of this commission headed by Mr. Justice Patrick Hartt.

It is easy to see how people's faith becomes shattered.

But there does still exist an element of hope. People are saying that they support the hearings in their communities where they can have a voice in the shaping of their homeland. But if strong recommendations which reflect the needs of northern peoples and support the safeguarding of their environment don't come out of this inquiry then Commissions be damned.



Fulfilling its mandate will not be an easy task for the Commission. Without the support and contribution of northern people it will be an impossible one.

If this Commission is to gain widespread support within the north it must actively inform people of their role. A well informed public will stimulate awareness and increase participation. Where were all the green information kits distributed prior to the preliminaries? Why couldn't people readily get their hands on information pertaining to the inquiry? (And what about the confusion in the local area about the Tri-Municipal Committee consultants being Hartt Commission staff.) These situations should not be repeated.

We talk to you of northern people. How do northern people differ from southern people? Ask a northerner if there are any differences between the two. He will tell you in various ways that a northerner is a person who never forgets that above all he is a northerner. Regional pride prevails and southerners are treading on foreign ground when they bring with them a mandate which has the power to make recommendations concerning the development and the environment of another people's homeland.

Who lives in this vast rich north? You will find a conglomeration of people from all walks of life. A large portion of them are indigenous and lay claim to much of the land. Many have come from outside drawn by the lore of the



gold rush days of the early 20th century. More importantly many made this their home and raised their families here.

These people who came from outside and remained have built a lifestyle here. They did not come as opportunists waiting for an economic boom to provide a lively, viable market so they could sell out and get out. These people came and remained because they valued what they found here. Now these same people are faced with agonizing decisions decisions concerning growth, concerning economic stability, concerning development and concerning their natural environ-Above all they face decisions concerning the quality of life their children and future generations will inherit. Values and qualities that are found in the bush, in the small town way of life - are these to be sacrificed by the very people who pioneered this land? Are these people to be asked to stand by and witness the squandering of natural resources and see their environment irreversibly damaged for the sake of a few immediate, short-term gains?

Who will be around to pick up the pieces if we allow a boom and bust venture to establish a false economy in the north which can only promise temporary gains and long term losses. Shall we allow resource hungry corporations to wage environmental warfare on our northern homeland?

It is difficult to remain objective when jobs are tight and economists paint dark pictures of an uncertain future.

People need jobs - jobs that will provide a stable



future both for them and their families. We urge the Commission to consider a diverse economic base for these communities - a base which will ensure orderly growth within the north and will provide the climate for a stable maturity. A base which won't tear people apart from the way of life which they have become accustomed to.

Without diversification within the local economy people are coerced into making crisis decisions which present, at best, a very questionable future. These decisions provoke a conflict of interest between environmental concerns on the one hand and what is presented as economic necessity on the other. Individuals are forced to fight within their very conscience and to reach conclusions which may occassion grave consequences in the long term although they are, at their very genesis, stimulated by the people's best intentions.

We believe that this Commission should consider the state of our civilization at the present time, the possibility of significant changes in our way of life in the near future, and the real question of whether commitments to a traditional pattern of development made at this time may, within a very short period, prove to be absolescent, or worse. Worse being that traditional development may prejudice or even preclude the survival of northern communities by removing from them the natural resources which may be vital to their existence under the conditions imposed by a changing world.

More and more questions are being raised about the validity



of the old, optimistic concept of the 50's and 60's that both development and the gross national product could go on increasing indefinitely. We feel that the Commission should examine this guestion also.

The most obviously limiting factor on increased development is the energy supply. Even government is recognizing the danger of an energy shortage and taking primary steps to alleviate it.

On the most basic level, the energy shortage and consequent high fuel prices have already sparked a return to the use of wood heat in this area as across the country. If communities north of 50° are forced to return en masse to the use of wood heat how many acres per year of standing timber would have to be cut to provide the necessary fuel? Assuming a sound forest management rotation system and a sustained yield policy, how many acres of timber would have to be set aside for each community in this respect? Assuming that people in the areas being considered should have this fuel supply as near to their community as possible – and assuming that they should also have the right to expect that the natural beauty and wildlife population should be protected as much as possible – how large an area around each present community would have to be considered off limits for commercial cutting?

The rising cost of energy will obviously affect the cost of transportation as well. Assuming the present policy of favouring existing towns over the creation of new ones, at



what point in the future and at what distance from town would it be uneconomical for a bush worker to return home to her or his family every evening? Should this situation arise on a large scale due to the granting of a large timber lease what would be the effect of the five-day per week absence of one parent on the life of individual families, the social structure of the towns and the social service requirements of each community?

This rather mundane scenario has been extended far enough. But it illustrates only one of many ways in which changes now taking place in our society could give rise to a large number of problems if a traditional pattern of development (such as the granting of a large scale timber cutting lease) were followed.

Pulp and paper companies already complain of the burdens they face financially. It is only reasonable to assume that rising energy costs will increase their operating expenses as well. In the light of this eventuality and recognizing the large investment required to set up a pollution free mill, how successfully could the company, the government or the local community resist the urge (need?) to relax environmentally sound harvesting laws in order to maintain an operating profit and keep men employed; particularly if the original justification for the plant was largely based on the need to provide employment?

We urge the Commission to consider this question and to reflect also on whether it might not be better to develop



smaller industries which would be more flexible, individually less vital to the survival of the community and therefore less likely to be allowed to break sound environmental protection laws.

Development in the north must be examined on the basis of long term rather than short term economic viability. What is the likelihood that the very industrial and energy development schemes which superficially seem to solve present economic ills may, in fact, turn out to be a continuing liability in the near future?

The Second Annual Report to the Club of Rome recommends that we must face 'The realization that counterproductivity will be the ultimate consequence of any action confined solely to short-term considerations. This must be accepted as a basic premise in all decision making processes. Long term assessment ought to become standard procedure in the consideration of fundamental decisions regarding development issues."

The granting of a large scale timber lease and the construction of a pulp and paper complex may very well fit into this category. There is a growing body of evidence that suggests that the Canadian pulp and paper industry will not be competitive on international markets in the future. Indeed, the Canadian share of foreign markets has already begun to decline.

Consider the consequences for the people of the area and for the environment in such an eventuality. It is axiomatic in our society that business exists to make a profit. In order



to maintain that profit and thus sustain the industry it would be surprising indeed if two complaints presently being voiced were not invoked again. One of those complaints is that the Canadian worker must reduce her or his demands in order to keep the industry competitive. The other is that environmental protection laws are too stringent and too costly for the industry to comply with and still survive.

In other words the people and the environment will be made the scapegoats. Compliance with the demands of industry in this respect will result in a poor deal for local working people and a ravaged environment. Despite this, as already noted, current research suggests that a pulp and paper complex in this area would not be competitive over the long term and would be forced to shut down.

The Commission should think about whether the interests of the people and the environment (and ultimately the two are the same) might be better served by a more varied use of such a large area. Optimum utilization of the forest might consist of ensuring that all development within the area be small in size and of relatively low impact on the environment. Obvious possibilities are tourism, small woods operations, small woods manufacturing industries, and fisheries operations in waterways that remain umpolluted. Undoubtedly changing world conditions and concentrated research effort will produce other potential endeavors as well.



It is unrealistic, however, and therefore unfair for the government of Ontario to demand of either the people of the area or of this Commission that they come up with sound alternative proposals for development in several months or several years. Any major development in the north should be preceded by exhaustive research into its long-term effects on the environment.

The information gained should be actively disseminated to the public in as comprehensible a form as possible in order that people may make their decision based on a full knowledge of the consequences. To allow people to decide on their own future without giving them the information to do so would be an all too typical form of deceit.

For this reason, the Commission should refuse to be rushed into making its recommendations until it has had time to assemble such research, examine it and provide it to the public. It is difficult to determine the time that will be required for this to take place but it is extremely doubtful that two or three years will be adequate.

Some of the subjects that should be studied in this respect are the inter-relation of large scale developments and climate, the effects of large scale development on creating a need for further development and the present and future environmental needs fulfilled by standing forests or other natural systems.

Climate influences growth. Climatologists have noted a cooling trend in northern latitudes over the past several



years. This should not give rise to doomsday cries of another ice age but it should prompt questioning of whether forests north of 50° will actually grow back once cut. There is already dispute as to their ability to regenerate on a large scale. Moreover, it seems that the larger the clear-cut area is, the more severe a microclimate is induced. A cooler climate may just be the critical factor determining that these forests will not grow back.

Proceeding one step further, how will a general cooling trend in climate, and the severe microclimates set up by clear-cuts, relate to the climatic changes induced by diversion of, and power developments on, the major river systems north of 50° ?

The discussion of large developments must involve the question of how much energy they will require and where that energy will be obtained. The energy "crisis" is already causing concern and prompting demands for increasing supplies of energy; supplies which almost invariably degrade the environment and necessitate a compromise between what would be best and what must be accepted.

Commitment to the concept of large development and consequent large energy demands is frightening in the long term. Some knowledgeable persons are predicting that if this path is chosen an impossibly large number of energy development plants will have to be built in the next twenty-five years.

The question must be asked, therefore, of all largescale industries, if their creation will not escalate develop-



ment on a much wider basis than their own particular field.

How compatible will excessive development be with the wishes of people in this area who have signified that they wish their towns to grow only moderately and that they wish protection of the environment to be a paramount consideration? Is it not misleading to allow these people to think that their wishes are being served by the development of a particular industry if in fact that act is likely to spark further developments which will act against their wishes?

The Commission should also consider what use may be served by leaving large areas of forest in their wilderness state. For example, the Science Council of Canada has noted that atmospheric carbon dioxide concentration has been increasing at the rate of 0.7±0.1 p.p.m. per year over the past decade. They suspect a compensatory mechanism since this buildup should be much higher. What effect would the cutting of a large portion of the forest area in N.W.O. have on this buildup?

A large area of permanent wilderness has other uses as well. If current trends in public opinion and demands for its preservation are any indication, wilderness may be a psychological necessity; a secure foothold which modern mankind requires in order to cope with the stresses of a rapidly changing world. Recreational usage is obviously a related factor here.

Should this psychological dependency prove to be a reality, the cost to society of wilderness removal in terms



of social strife, increased rates of crime or the development of compensating systems may far outweight the short term economic gains. This is not to mention the loss to local communities of revenue that may have been gained by exploiting the possibilities for tourism and recreation.

There is an obligation also to preserve large areas of unspoiled land for posterity. It is simply inconceivable that one generation should have the right to deprive all those succeeding it of their rights to a natural heritage.

Beyond that, however, wilderness areas pay for themselves by serving as an observatory for ecological study. They act as storehouses of information on the needs and inter-relation-ships of multiple species of plants and animals. In a world where the conflict between the needs of the environment and man's desires is producing an increasing number of problems, that information may often be critical.

In concluding this presentation, T.R.E.E.S. would like to outline several recommendations which are essential to the aims outlined in the body of this text although they are not specifically mentioned.

1. We urge the Commission to consider the recommendation that significant attention be given to stimulating an attractive climate for some of our best scientists to become active participants in northern research, so that we will have access to accurate, reliable information on our fragile northern ecosystems.

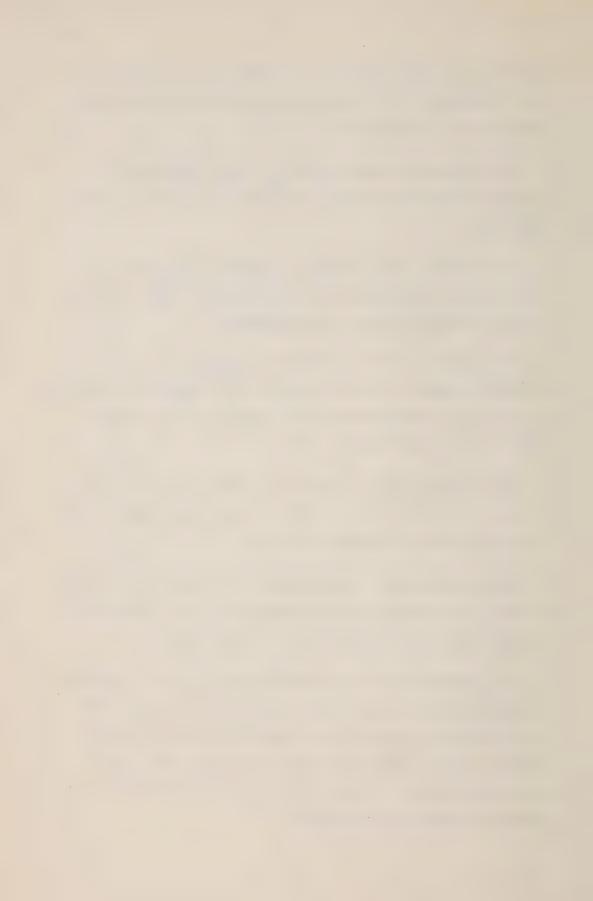


- 2. We would like to see Ontario north of 50° developed in the light of past experience with the assistance of contemporary technology. To this end we make the recommendation that <u>TIME</u> be provided for adequate research and study of the North. This will help to ensure intelligent land use with the minimum environmental disturbance.
- 3. Operations and planning for resource exploitation, transportation corridors and centres of population in the North should not proceed ahead of the development of Man's understanding of the North or the establishment and use of effective mechanisms to provide protection where necessary. Sustained research support for those aspects of Northern studies which will provide this understanding should be increased substantially to offset the increasing pressure to capitalize on short-term profits by immediate exploitation. (Science Council of Canada, Recommendation #15, Report # 19, January, 1973.)
- 4. We urge the Commission to take some form of hearings south. This will provide education by giving southerners first hand knowledge on the total environment north of 50° .
- 5. Historical evidence indicates that the money invested in industrial studies to determine the feasibility of a specific development is often used as a justification for proceeding with that development. Therefore we urge that the Commission insist on a moratorium on studies such as those that presuppose development and on acts of a similar



nature such as the signing of a lease on the Onakawana lignite deposits. This moratorium should extend for the length of this Commission.

- 6. We recommend a cessation of any major developments proposed for the area north of 50° for the length of this commission.
- 7. We recommend that hearings in Northern communities be scheduled with consideration of the physical realities of the area such as freeze-up and break-up.
- 8. We recommend that the Commission exercise its right to subpoena evidence in such a way that all information required by any group participating in the hearings will be made available for study without delay.
- 9. We recommend that the formal hearings of the Commission not begin until the fall of 1978 in order that adequate time will be available to prepare for them.
- 10. We recommend that the Commission be cautious of funding one body in a specific area so excessively that the funding of other bodies in the same area is restricted.
- 11. We recommend that in informal hearings held in the North, the Commission visit not only recognized white and native communities, but also smaller "intentional" communities; seasonal working residences such as those on trap lines; and the permanent, isolated single-family residences of trappers, prospectors and others.



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SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

A.P. E.O. LAKE OF THE WOODS CHAPTER

PRESENTED AT

RED LAKE ON **NOVEMBER 15, 1977**





ROYAL COMMISSION AND STATE HON, MR. JUSTICE ON THE NORTHERN **ENVIRONMENT**

E. P. HARTT COMMISSIONER



SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

THE ASSOCIATION OF PROFESSIONAL ENGINEERS

OF THE PROVINCE OF ONTARIO
Lake of the Woods Chapter

PRESENTED AT

RED LAKE, ONTARIO
ON
NOVEMBER 15, 1977



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Royal Commission on the Northern Environment

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BRIEF TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BER 9, 1977

SUBMITTED BY
THE LAKE OF THE WOODS CHAPTER
OF THE ASSOCIATION OF
PROFESSIONAL ENGINEERS
OF THE PROVINCE OF ONTARIO



My Lord, Members of the Commission

Our first object in appearing before the preliminary hearings of the Royal Commission on the Northern Environment is to introduce our organization, the Lake of the Woods Chapter of the Association of Professional Engineers of the Province of Ontario, and our interests and concerns in the mandate of the Commission.

The Association of Professional Engineers of the Province of Ontario was incorporated by Ontario Statute under the Professional Engineers Act, 1922. The Association, a self-governing body, has 40,000 member engineers. The structure of the Association includes forty-two chapters. Lake of the Woods is the largest by far in area , and located in the Northwest extremity of the province. The chapter area includes the western half of Rainy River, and all of Kenora, and Patricia Districts, serving the communities of Pickle Lake, Ignace, Dryden, Sioux Lookout, Red Lake, Ear Falls, Kenora, and Fort Frances. Although our chapter area is the largest by far, our membership role of one hundred engineers is one of the lowest, which is analogous to the total population of this large region.

We would now like to refer to three of our major concerns:

- 1) Many Northern Ontario communities have experienced financial problems, unique compared to heavily populated areas of industrialized Southern Ontario, and related to distances, communications, and the natural resource base of our industries;
- 2) Increasingly adverse publicity has been aimed at major northern resource development and the resultant effects on the environment; and

3) Predictions of negligible growth of population in Northwestern
Ontario to the turn of the century.

These three symptoms could portend a dismal future. This would be an absurd outlook, considering the optimism, enthusiasm, and dedication with which the North was developed to its present state, and considering the known potential for viable developments in mining and forestry.

We, as engineers, were obliged to become involved with the social and cultural aspects pertaining to our environment. Themes of our meetings centred on topical matters, featuring seminars which were open to the general public. The programs were designed to be educational, and to promote better understanding of conflicting points of view. We have been fortunate in attracting excellent speakers for our programs. Two of our seminars were of such general interest that the Proceedings were published. The Proceedings are presented here in our genuine belief that they will be of value to the Commission.

First, "Northern Townsite Planning", held at Kenora, May 3, 1975, relates to examining "the implications of single industry communities in meeting the social economic, and cultural needs of Northerners".

Second, "Northern Natural Resource Development" held at Balmertown May 8, 1976. The titles and texts in this volume are self explanatory.

The majority of Lake of The Woods Chapter engineers are directly employed by either the mining or forest industries, while the rest are self employed, or employed by industries or government agencies acting in a service or regulatory capacity to the two major industries. As resource industry goes, so goes our professional future. Similarly, as resource industry goes, so goes the future of our communities and community residents.

On an essential personal note, we are residents of Northwestern Ontario and most of us reside here out of preference. We enjoy the land, the people, and the recreational and aesthetic amenities such a land has to offer. Consequently, we have a big stake in the direction which resource development will take as it affects our life presently, and how it will affect the heritage we leave to our children.

The general population of Canada, and indeed the continent, has grown accustomed to a standard of living that will place continued demand on our resources. With these external pressures, it is predictable that resource development north of the 50th parallel will continue, and the question becomes HOW, and possibly when, to proceed. We submit that the experience and technology developed through the years, modern industry can control pollution effectively. Mining developments of recent years in our area demonstrate this fact.

Socio-economic factors, including stability or growth of communities, would be considered with other environmental factors.

We would like to refer you particularly to "Northern Natural Resource Development", pages 76-88, "Environmental Assessment in Ontario, Then and Now" by L. E. Pitura, P. Eng. in respect to "a) alternative ways, b) alternative methods, c) alternative approaches" categories in your mandate statement. Environmental Assessment is very complex, and it would be questionable practice to establish rules for all types, or even similar types, of development. Each project must be considered as unique, with all factors considered in proper balance, with respect to certain guidelines.

From an engineer's viewpoint, Environmental Assessment, as described by our reference, appears to be a satisfactory, workable procedure for consideration of effects on the environment.

Some essential requirements of our society have not been discussed here, such as education, transportation and communications. We may be able to take a more complete and definitive approach at a later date. Part of our problem is distance and communication in establishing consensus among our members.

In closing, we should like to reaffirm our interest in the work of the Commission. Your mandate is broad, complex, and challenging. We appreciate having been granted the privilege to appear before the Commission.

Respectfully Submitted,

The Lake of the Woods Chapter of the Association of Professional Engineers of the Province of Ontario

Duncan M. Wilson, P. Eng., Past Chairman.

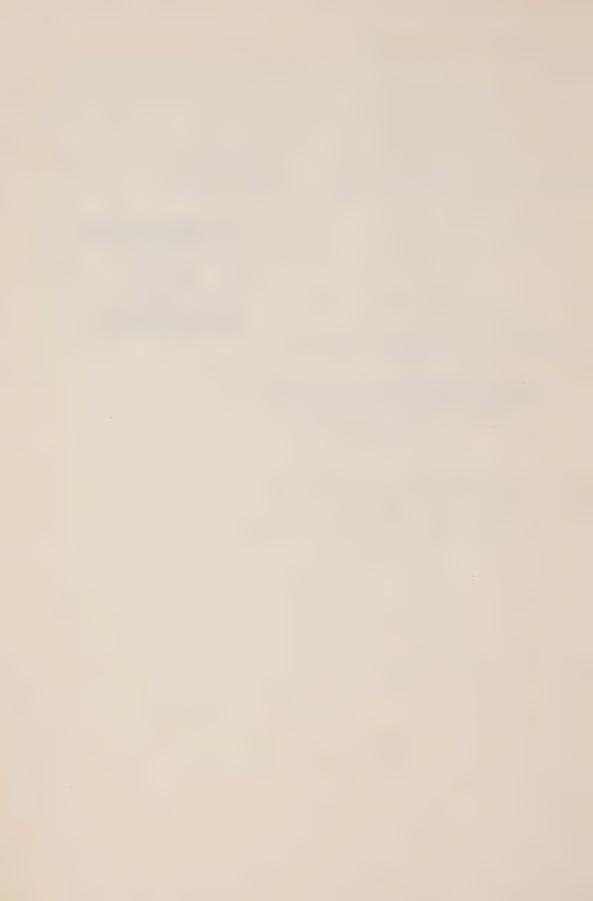
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ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

A Panel Discussion held at the Kenricia Hotel in Kenora on May 3rd, 1975

Organized by the Lake of the Woods
Chapter of the Association of Professional Engineers of the Province
of Ontario



PARTICIPANTS:

KeyNote Speaker

Dr. R. C. Quittenton, Pres., Association of Professional Engineers of the Province of Ontario.

1.

Mr. W. D. Manahan, Local Government Advisor, North-Western Region, Ministry of Treasury Economics and Intra-Governmental Affairs, Thunder Bay, Ontario.

2.

Mr. E. Bettoil, Manager, UMEX Mining Corporation, Pickle Lake, Ontario.

3.

Mr. K. Bauman, Senior Planner, Ministry of Housing, Thunder Bay, Ontario.

4.

Mr. E. Fahlgren, President, Cochenour Willans Mines, Cochenour, Ontario.

5.

Mr. J. C. Sherwood, Systems Planning, Ministry of Transportation and Communications, Toronto, Ontario.

6.

Mr. B. Reginsburg, Vice
President, Atikokan Chapter of
Association of Professional
Engineers of the Province of
Ontario.

7.

Mr. W. M. Vrooman, Manager, Technical Support Section, Ministry of Environment, Thunder Bay, Ontario. 8. .

Professor A. J. Bruley, Associate Professor, Chemical Engineering Department, School of Engineering, Lakehead University, Thunder Bay, Ontario.

9.

Mr. M. C. Taylor, Senior Land Planner, Ministry of Natural Resources, Kenora, Ontario.

10.

Dr. J. K. Reynolds, Deputy Minister of Natural Resources, (evening presentation)

I am proud to be an Engineer. And if that makes me a proud man, then I'm bloody proud. I'm proud because I know that engineering is the application of knowledge for the benefit of mankind. There are not many other occupations that can make that proud statement. Engineering is not the pushing back of the frontiers of knowledge. That is the role of the scientist. Our role is to apply knowledge for the benefit of society, or to "Put Technology to Work for Man" as John Foster, the President of the A.E.C.L. told us at our annual meeting. It is what we have been doing since our role began, and doing well. The satisfying of mankind's three primary needs --- food, clothing and shelter, is engineering in its finest sense and the application of knowledge for the benefit of mankind in the purest form. And there are sectors of the world today where these primary needs are not yet met because the engineering is not available. Behind this application facility stands the engineering mind and personality, flexible, pragmatic, creative, and aggressive, a psyche uniquely suited for the service of mankind. There is not another psyche like it, so suited for social and civil responsibilities and this is why I am so proud.

Despite our potential, however, and our proven application of knowledge for the benefit of mankind, we, the engineers, have permitted ourselves to be cast as hard hat hardware specialists, devoid of social consciousness, unaware of people relationships, and uncaring of the environment. The blunt fact is that we have not stepped forward, seized the initiative, and demonstrated the social value of our works. This is why the Financial Post could state in its March 13, 1975 issue concerning engineering in Ontario: profession known for its conservative approach to social and civil responsibilities." And this is why the Mayor of Belleville, Mrs. Robin Jeffrey, could tell our Belleville (Quinte) APEO Chapter that she, as Major, received many comments and criticisms from citizens that engineers didn't care at all about the social effect of their works, but were only concerned whether the road was straight or not. I submit that this is not an image of which to be proud. And as an engineer, and as the current President of the APEO I am not proud of it. So I applauded the Honourable Mr. Arthur Meen, P. Eng., Ontario Minister for Revenue in his address to us at our annual meeting, "An Engineer's Approach to Change" when he told us to "assess our responsibilities and to speak out on the choices which we politicians present - speak more loudly as an Association", he said. For this reason, if my tenure as President is characterized by anything, I am hoping it will be characterized by

a vigorous thrust in our social and civil responsibilities.

And I most earnestly solicit the support of Council and of the profession in this thrust.

So as one part of this thrust into our social and civil responsibilities, I am asking all of you, men, women, students, to participate in a massive Mission for Mankind, the investment of engineering time and talent in an unpaid, voluntary manner in some technical project of concern of society. Here I am much encouraged by the enthusiastic reception already given to this concept by several chapters, several Engineering Schools, students and individual engineers. In fact, our immediate need now is not people, but worthwhile projects.

This mission is to make a specific engineering contribution to society, in an unpaid voluntary manner, to help resolve some matter of concern to society and to demonstrate to society that the engineers are in the forefront to those working for the benefit of society and through the application of science and technology.

There are technical problems of concern to society that have not yet been resolved for one reason or another.

One, for example, is a physical design of the most appropriate housing and community approach to living for our native peoples, having in mind new technologies that might be shown to be acceptable and workable to the community concerned. Last night in fact, on national television, a challenge was hurled out to

you, 'the engineers of the Lake of the Woods Chapter. We heard that the rate of deaths from fires on Indian reserves was nine times the national average; from fires caused by overheating due to poor insulation. We know too, that some Indian families remove the partitions of their standard "urban-type" homes to get back to the one-room tepee-like structure on which their family relationship is founded. Now it happens that there is another home design that overcomes both of these problems. This is the circular, geodesic Buckminster Fuller design. This is essentially and structurally a one-room dwelling, a Geodesic Tepee. The walls and roof are covered with a foamed-in-place, fire-resistant, high-efficiency polyurethane plastic. There are a half-dozen of these ranging up to 60 feet in diameter at the Twin Valleys Educational Co-operative near Wardsville, Ontario. These were put up by drop-outs from society, drug addicts, and emotionallydisturbed youth, at about one-half the cost of a standard home. Go and see them! I challenge the Lake of the Woods Chapter, I challenge it, to link up with our Chatham and London Chapters, which flank Twin Valleys, to cost out this structure, to assess its fire resistance and insulation qualities, compared to the conventional design, and if these are indeed favourable, to link up with an Indian Band in the Kenora District, so that the Band can erect one or two of these Geodesic Tepees as a pilot experiment. Yes, I challenge you to do this, in your own time, at your own cost, and if you do, we will back you up with the

considerable resources of the A.P.E.O. Besides housing and utilities design, such a project might include detailed proposals on how the community might become even more selfsustaining and independent through the exploitation of economic opportunities and technologies not readily apparent, but acceptable to the community. To be more specific, as one flies over Lake St. Clair and Walpole Island, an Indian Researve, one is struck by the shallowness of the water and the flatness of the land. These features make it ideal for aquaculture, the farming of fish in ponds. If icing could be controlled year-round, farming yearly might be possible. Surely such a facility would be of interest to the Walpole Island Band, if we could develop a workable design. The concept might even be extended into shallow Lake Erie, for the commercial fishermen there. This is, of course, only one example. Another might be a search for a totally new and workable approach to the harnessing of the lignite deposits near James Bay as an energy resource for Ontario. Although studied, an acceptable approach to this opportunity has not yet been devised. Society needs such a solution. Another possible project, of pressing interest to our northern communities, is the development of approaches to maintain the viability of a mining community when the ore body supporting the community runs out. This concept applies to other single-industry communities. Yet another potential project, of a new frontier nature, is the development of economical hydroponic farm units

on the roofs of hi-rise buildings, to recover space for food production. Here it might be noted that greenhouse heating costs are now exceeding \$20,000 per acre per year. If hirise waste heat, or solar heat could be captured in such a design it should have definite merit. Still another project is "Our Town in the Year 2000," as suggested by our London engineers, with Dr. A. I. Johnson, a study that faces up to the forecast that 80% of the world's population will be urban by 2000, with all the problems of housing, transportation, waste disposal, energy supply, etc. that this implies. This might even be approached by the "Club of Rome" concept as our Quinte Chapter suggested, where they are now looking at forming the "Club of Quinte" for such long-range planning. Some Chapters might also be able to work in some studies as a Centennial Project for their communities which are approaching a centennial year. Another is a projection of the "Role of the Woman .Engineer in the year 2000," a forecast of the numbers and expanding role of the woman in engineering. Perhaps our Ontario women engineers could take this on as a special project for. them in this International Women's Year. Other and better examples could no doubt be developed.

Such opportunities could be tackled by a special

Task Force of volunteer engineers drawn from all across the

province - from industry, from government, from the consultant

field and from the academic world - all devoted to the cause

concerned. A joint approach could be developed bringing all

engineering sectors together in support of the project and the Task Force, and including the A.P.E.O., the E.I.C., the Deans of Engineering and the Deans of Technology, in a massive Mission for Mankind. This, too, is in keeping with the recent 1974 report of the Engineering Advisory Council on Academic Planning that Ontario Engineering graduate studies concentrate on problems of national concern. The work itself could be divided up among the volunteers, according to their interests and talents and in an organized manner. Even any experimental work needed could conceivably be accepted for action by Universities, Colleges, Industry or Government under the persuasion and guidance of the Task Force. Funds such as the \$100,000,000 set aside by the federal Ministry of Urban Affairs for ideas that would improve our urban environment might be tapped, for example. Here the problem apparently is that too few specific proposals have been set forward by anyone. Surely we engineers can pick this up and run with it. Other disciplines could be invited to participate also, as needed, including sociologists, geographers, botanists, etc. Much can be accomplished through good will, imagination, and dedication. Missions have moved mountains all throughout history, from the pyramids of Egypt to the transcontinental railroads of Canada.

Thus the proposal is to:

- solicit from the membership, project suggestions for Mankind;
- 2. call for volunteers from the engineering pro-

- fession in Ontario who are prepared to participate in a Mission for Mankind;
- 3. appoint a Mission Board of delegates from the A.P.E.O., E.I.C., the Engineering Schools and the Technology Schools or alternatively, work directly through the local Chapters of the A.P.E.O. and the E.I.C;
- 4. instruct the Mission Board to select one or more projects for action from those submitted;
- 5. require the Mission Board to appoint a Mission
 Task Force and Task Force Director from the
 volunteer roster and for each separate project
 accepted for action;
- 6. pursue the projects with all due diligence using the Mission Board as the review instrument and the Task Force as the action agent, under the guiding umbrella of the A.P.E.O;
- inform society and the engineering profession regularly of the progress of the Mission for Mankind.

Such an approach could become a powerful vehicle indeed, for the betterment of society and for the betterment of the engineer in society. So I commend the Mission to you on that basis and I solicit your most sincere support. Please send me your names if you wish to participate.

ADDRESS BY Mr. W. D. Manahan

First of all, I would like to thank you for the opportunity to be here today and to participate on behalf of the Ministry of Treasury, Economics and Intergovernmental Affairs.

When I was first requested to represent the Ministry, I thought that I could begin with a quick review of it's structure. My first draft, however, went on for six pages, so, as an alternative I would like to make just a few brief comments and observations upon the Provincial involvement in new town development in the North.

The basic Provinical policy relative to new town development in Northwestern Ontario is contained within the Phase II, Policy Recommendation, <u>Design for Development</u> statement, published in October, 1970, and amended in August, 1971.

In essence, the Provincial policy states that, whereever possible, the Province will encourage the use of existing communities as service and dormitory centres for new economic development.

Admittedly, most of the economic initiatives which occur in the north are resource based, and are limited by the location of the resource. But, clearly, the public investment in both hard and soft services, and the private sector investment in land and in buildings must be justified before a new town site can be developed.

Because of the above policy, the various branches of

the Ministry of Treasury, Economics and Intergovernmental Affairs, and, in fact, all Ministries, find themselves involved in the development of several types of what I see as new towns.

The purest form, and I suspect, the most exciting, is where there is no nearby community to serve as a focus for development, and thus, a totally new urban centre is to be conceived. In recent years, Manitouwadge and Ear Falls have developed as new towns of this sort, with considerable Provincial involvement. At this time, the area around Lake St. Joseph is also being thought of as a site for a possible new town.

But, most often, an existing community in the general area of the new development can serve as the nucleus for a dormitory centre. In cases such as the UMEX development at Pickle Lake, of Kimberly-Clark Woodlands expansion at Nakina, a population increase of from 100 to 500 per cent is involved, and the resulting community is, in fact, a new town.

Perhaps the most recent new town of this nature is the Township of Ignace, which has grown from around 700 persons to near 2,000. Before it again levels off, the community may. extend itself upwards to near 3,000 persons.

Ignace is, as well, a prime example of one of the most serious problems which we face in new town development. Often, the development of the community places extreme financial pressures upon locale and new residents. But, in the case of Ignace, the operation which generates the pressures is not within the municipal

boundaries, and thus, the assessment which is badly needed to offset extremely high residential mill rates is not available to the community. In most recent developments, the involved company has provided valuable assistance in the development of community centres, new houses, medical facilities, etc., which helps considerably to lessen the burden. But, without the ongoing assessment base, the community may often find itself in a tight financial position.

The extension of municipal boundaries to include activities located miles away, however, is subject to other considerations as well.

Perhaps the most immediate problem which is encountered by ourselves, and by industry as well, when involved with a new town, is timing.

Normally, the company is quite capable of bringing it's structures into reality by the time of the deadline which they have determined. But, in many cases, the ability to provide community infrastructure, and thus housing to match the company's deadline, is underestimated. Even with the substantial involvement from industry, the development of sewers and water services, the seeking of funds for government assistance, etc., tend to be time consuming.

Hopefully, local communities will be able to assist in this process by undertaking planning programs which can at least identify proper growth areas upon which to centre new development. We, in turn, must continually strive to keep the time involved in determining government action at a minimum.

There are several other significant problems which we in government encounter in new town development, including:

- * The effects which the new community has upon nearby communities. For example, along Highway 599, the development of Ignace, Pickle Lake, and perhaps a Lake St. Joseph townsite, will certainly alter the lifestyle of the communities of Sayant Lake and Osnaburgh.
- * The provision of area or regional services such as highways, railways, or airways, and the altering of priorities to ensure that their construction coincides with the critical periods of need for the community, and the industry.
- * The ongoing problem of administration. The
 work of the Ministry of Treasury, Economics
 and Intergovernmental Affairs Regional Office
 continues for several years before the municipal
 structure is sufficiently stabilized to undertake complete local responsibility. During
 this time, the office provides direct assistance
 and supervision to the municipality, to ensure
 that it develops the capacity for self government. Thus, "new town" development extends well
 beyond just construction of houses and services,

and involves considerable extended Provincial input, especially in staff assistance.

These, then, are but a few of the areas where the Ministry of Treasury, Economics and Intergovernmental Affairs has been involved in the new town development in this area, and some of the concerns which we have developed.

ADDRESS BY Mr. E. Bettoil

Mr. Chairman, The Honorable Deputy Minister of
Natural Resources, fellow speakers, guests, ladies and gen-

One of the reasons for the establishing of a Northern Town is to provide dwelling for the workers of local industry.

Such towns should be efficiently planned, and blend well with the environment. The ONTARIO GOVERNMENT has in the past, shown its desire for the existence of such communities. Through Government participation in transportation facilities, and electric power transmission lines, service has been provided to many remote areas in the Northern Regions of the Province.

Poorly planned communities, established for the purpose of supporting an industry will fail, socially and morally to the detriment of industry, government, and the people. From the beginning then, both industry and government should have a common goal, that of establishing a successful community.

Our Company, Umex, has a large stake in our Thierry
Project at Pickle Lake, Ontario. The budget for the mine
and townsite complex is approximately \$85 million dollars.

Therefore, it is quite obvious, we cannot afford to fail. One of the biggest problems we are faced with will

be that of attracting experienced people to run the industry, a problem common to the Canadian Mining Industry today.

In our opinion, the prime requirement in attracting these needed employees, is not just housing, but the <u>best</u> quality housing we can provide in the most attractive surrounding.

In order to attain this objective, Umex, has engaged a well known architectural firm.

They were asked to design a town along the lines of a modern city suburb, today. It was also decided that, rather than ignore the existing town of Pickle Lake, its established infrastructure and history, it would be preferable to enhance its position by surrounding it with the proposed new townsite, thereby giving the present inhabitants an opportunity to benefit from the expansion and to be able to participate in its existence.

In order to commence, the following studies were made by competent consultants:

- (A) Environmental Impact Assessment related to the Pickle Lake Townsite.
- (B) Water Supply and Sewage Distribution, Collection and Treatment.
- (C) Development Plan of the New Town.

It is our experience to date, working through, and with all of our consultants in the planning of this townsite, in conjunction with the Government, that we have encountered two basic types of problems.

The first set of problems deals with issues common to most resource town developments. These issues are basic planning problems that are on the whole solvable or at least problems that can be dealt with in a fairly positive manner.

The second set of problems is more serious in our opinion, as it does complicate the planning process and the attempts at dealing with the basic planning problems of the first category.

This second set of problems involves the format for evaluation, decision making, standards and eventual approvals process now being used by the Government.

Some of the basic issues posed in the Pickle Lake situation which represents the first set of problems are:

- (1) the problem of overcoming the stigma of the "Company Town", especially when the project involves an existing community.
 - avoiding tracts of Company housing;
 - avoiding "Nob Hills" salaried versus hourly employees;
 - avoiding physical isolation from the existing community.
- (2) the problem of identifying the real users and inhabitants of the Town.
- (3) the problem of providing varied housing with a choice of tenure.
 - encouraging an open housing policy on
 one hand and ensuring adequate housing
 supply for Company Employees on the other.

(4) Severe Climate and Isolation

 the problem of providing and encouraging adequate shopping, recreational and social facilities.

(5) Education

- Pickle Lake presently has no Secondary
School available, and our children have
to leave their homes to obtain their
High School education elsewhere.

(6) Communications

- provision of adequate communications for industry and the community, ie. telephone, radio, television, all of which are required to bring the people into the main stream of national life. These services were inadequate before we began the development of Pickle Lake. I must say, however, the telephone company has done an excellent job and have already improved their services.

(7) Health Care

- the problem of assessing the scale of the facilities. The Ministry of Health is quite concerned about the health services situation and is planning a Nursing Clinic for our immediate needs.

- (8) Involvement of Existing Inhabitants
 - how can existing inhabitants get involved in the town plan and benefit from it?
 - (a) how can people renting houses or trailers that may be displaced be assisted?
 - (b) how can people presently owning houses get improved services?
 - (c) small businessmen -- on one hand welcome expansion; on the other, fear it may be in the wrong location.
 - (d) individuals wanting to establish businesses -- how can they get funds and
 where do they locate? How can they be
 encouraged and assisted?
 - special group -- they have many needs
 common with other existing and potential
 inhabitants. What job opportunities will
 the new town, construction, and the mine
 offer? Problems involved are of course:
 job training, transportation and social
 facilities, and retention of their cultural
 and social fabric.
 - (9) Last perhaps, but not least, ENVIRONMENTAL IMPACT, as usual when a new environment is created.
 - how can its impact with the existing community be as positive as possible?

crete, and can be dealt with in the Pickle Lake situation.

Many of them have already been positively dealt with. However, when one considers the large planning issues cited, such as citizen participation, native peoples, and non-company housing. little has been done.

The aspects of the Town Plan are Government responsibilities and will have to be administered to, with haste, by the Government.

These problems relate directly to the second set of problems, those concerning policy, as follows.

There is a very great need for a town planning (1) group within the Government to act as the coordinating body between public and private participants in resource town developments. This group should have planning objectives clearly stated, a clearly defined process for quick approvals, the ability to review and communicate aspects of a plan with other Ministries, and the ability to give approvals upon consultation with the other Ministries concerned. Presently, we are encountering difficulties with our project regarding the aforementioned, and it seems that the format for evaluation and approvals is not clearly defined. I speak not of subdivision approvals, but of overall town planning.

- (2) Communications within the Government planning groups and Ministries, seem to be at cross purposes.
- (3) The time element required by the Government to purchase land to actively participate in a project like Pickle Lake is too long when compared to a private company, which can design and build complex plants costing \$80 million dollars, or more in approximately two and one-half years.

To be fair; we have received to date, excellent individual co-operation from within all Government groups, and would like to take this opportunity to express particularly, our appreciation of the co-operation, understanding, and encouragement by The Honorable Minister of Natural Resources and his staff.

Government agencies were quick to:

- (1) improve the roads in our area, and in fact, are continuing to do so.
- (2) improve the hydro services for both the community and the mine.
- (3) co-ordinate communications with the native peoples in the area.

We encourage Government participation. They should be the driving co-ordinating force in resource town develop-

ment. We ask only that the procedures for accomplishing these goals be studied, and revised, so that quick action can be taken once a project has been submitted.

Thank you

NOTES FROM THE ADDRESS BY Mr. K. Bauman

- The policy of the Government is to obtain adequate housing at affordable prices for the people of Ontario. In order to carry out this policy, the Government is anxious for ideas and for feedback from the residents.
- Mr. Bauman pointed out the ratio of people to dwellings is declining in Ontario which means that more people than ever before are living in separate houses, but that the Government is deeply concerned with the sharp increase in the price of housing.
 - The sharp increase in housing prices was attributed to land speculation, which is conducted as a buffer against inflation, and to the increases in the building components of a dwelling. It was pointed out that in an attempt to offset these effects, the tax structure has been re-vamped to reduce the taxes on building supplies and the government has introduced land speculation taxes in order to discourage speculative purchase. Mr. Bauman also mentioned the incentives for couples to purchase their first house and pointed out that in 1973, 26% of a couples' income was spent on housing.
- Mr. Bauman discussed the need for new housing throughout the Province and brought out that 60,000 new

housing units per year are needed in Ontario. He pointed out that in 10 years time 30,000 acres will be required for housing purposes with an equal amount of acreage needed for new services.

- Mr. Bauman discussed five methods employed by the Government to carry out its stated objectives:
- (1) increase the supply of new housing throughout Ontario;
- (2) rehabilitate existing housing (ie NIP);
- (3) discourage unhealthy speculation in land;
- (4) broaden the mix of new housing;
- (5) reduce the amount of red tape and provide new money to the housing market.
- The speaker summed up his remarks by stating that new development must always take into account proper planning for the future.

NOTES FROM THE ADDRESS BY Mr. E. Fahlgren

- Mr. Fahlgren noted that he had "gone North" in 1934
 and has seen many areas develop. He has witnessed
 many mistakes made, as well as many good things happen.
 He noted, for example, that Red Lake "grew like topsy"
 and has only in the last five years attempted to become modern.
 - Mr. Fahlgren was involved in starting the townsite at Cochnour in 1939 and noted that before any building takes place, a philosophy must be developed. He paid tribute to the philosophy of the Cochnour's, pointing out that they understood what was involved in order that people might enjoy living in the townsite.

 A few points brought out by the speaker included:
 - (1) No "tin town";
 - (2) No location that could be accused of being "across the tracks";
 - (3) you must provide for recreation and for the other amenities of life;
 - (4) if a man has nine (9) children, he must have a house in which these nine children may live and an area in which they may play;
 - (5) adequate medical and educational facilities must be located where they live, as well as facilities for swimming, curling, etc.

As a result of the philosophy of Cochnour, it was noted that there was only $\frac{1}{2}$ to $1\frac{1}{2}$ percent turnover in the labour force.

- After reviewing the development of Cochnour, Mr. Fahlgren gave his advice on starting a new townsite.

Location

- (1) Search for a location to take advantage of the natural beauty, near a lake or river where the Creator has already been at work.
- (2) Select an area with a rising contour in order that gravity may be used to an advantage for sewage.
- (3) Avoid basin areas and clay deposits because of the constant water and sewage problems they create.

Residential Area

- (1) The residential area must receive the major attention and must be located in the choice area of the location.
- (2) Schools and recreational facilities must be in close proximity to the residential area.
- (3) The business section of the community should be completely separate from the residential area and should be selected to allow for expansion.
- (4) The hotel and any liquor dispensing outlets
 . must not be located between the industry and

- (4) the residential area.
- (5) Building lots should have at least an 80-foot frontage and 100 ft. depth. It is also necessary to allow for a garage, boat storage area, tool storage facilities, and sufficient room for a garden.

It is a false philosophy to crowd people into smaller lots in order to save the costs of water and sewage connections.

Construction

- (1) Sewage and water installations must receive constant inspection during construction.

 Balmertown is an example of poor sewage installation which has resulted in high maintenance costs.
- (2) In order to obtain a successful community, secondary housing must be avoided.
- (3) Housing design should be selected, so that the basement area can be provided with proper windows for satisfactory occupancy.
- (4) Houses constructed in the North must be fully insulated. Once again, constant supervision is required to assure that insulation is complete and that drafty wall plugs, etc. are eliminated.
- (5) House construction must be of such a standard

(5) to avoid ice build up around the eaves with the resultant inside drip.

Summary

Mr. Fahlgren stressed again that the townsite and the housing must be people orientated. There must be no secondary housing or trailer courts that give an "across the tracks" environment. The mothers and the children must be content to live in the community.

With the adoption of such a philosophy, a more contented work force results.

ADDRESS BY Mr. J. C. Sherwood

It is my pleasure to represent The Ministry of
Transportation and Communications on this distinguished
panel. As a Transportation Planning Engineer, I feel more
comfortable with most transportation issues, however, today, I will attempt to convey some observations on both the
transportation and communication issues for Northern Development Planning.

At the outset, I would like to emphasize an overriding maxim which is all too often forgotten; "transportation
and communication services are necessary, but not sufficient
services for any development." Now with this in mind, let's
look at some general conditions which should be considered
when new or renewing development occurs.

Dealing with transportation first: when a new townsite or the expansion of an established town is entertained, the local transportation services need attention. Within the constraints of applied urban planning principles and good common sense, the natural features of the site should be retained. With a little imagination and a discerning eye to the environment, in all its forms, considerable cost savings can be realized both initially and annually.

A second thought relates to the scope and form of transportation services. Certainly local roads are needed for the circulation of autos and trucks, however, pathways

for walkers, cyclists and snowmobile use should not be forgotten. Safety for all can be realized by deliberate separation of these different modes of transport.

The regional linkages between communities is a provincial responsibility, especially in Northern Ontario where other organized authorities are more the exception then the rule. This responsibility is delegated specifically to The Ministry of Transportation and Communications wherein both long-term and short-term planning is exercised.

I am sure that some of you here can suggest new logical transportation linkages throughout Northern Ontario. We receive many such suggestions and each is reviewed in the context of regional benefits. These benefits are determined in both quantitative and qualitative terms at the concept planning stage.

Four basic criteria are used in pursuing the measurement of benefits. These are:

- (1) whenever possible, multiple utility should be realized.
- (2) the satisfaction of public travel is essential.
- (3) the direct or indirect assistance to resource management and harvesting should prevail.
- (4) specific attention needs to be given to not violate environmentally sensitive areas.
 In order to effectively accommodate these criteria,

we solicit information and comment from various government agencies, as well as the public and private organizations.

When a concept corridor has been accepted, further detailed route planning studies are necessary to define exact location and property requirements. In these detailed studies, a considerable degree of public participation is encouraged.

Regional transportation services are not only high-ways. In Northern Ontario, with great distances between communities, air services are often essential for most businesses and even the general public. Rail services are frequently an asset to complement trucking of goods into towns, while in some cases rail services are essential to resource harvesting ventures.

Now let us look at communications in all its forms: this is a new area in which the Provincial Government has broadened its interest. Radio, television, and telephone services are generally regulated by a federal agency, the C.R.T.C. However, the level of services and expansion of these services are now reviewed and betterment encouraged by the Communications Division of the M.T.C.

Present services of radio and television by the C.B.C. are now being expanded. An improvement program, to be completed by 1980, is to ensure network services to all communities with 1974 population of over 500. In Northern Ontario, this will affect a few communities now, but new

towns are still excluded from this C.B.C. Program.

Ontario Education Communication Authority (OECA) is active throughout the Province to provide taped rebroadcast programs for local T.V. At present, this service is focusing on the principal urban centres for maximum coverage. Cable services are and will be used to extend these educationally oriented programs to smaller centers.

A recognized gap in the communication network throughout Northern Ontario is now to be closed by a proposed new micro-wave network being planned by the M.T.C. This new micro-wave service is to broaden the coverage of the CTV and OECA systems. This new network is still in the formative stages and no target dates are available as yet.

Another avenue of communications we all take for granted -- the telephone -- a service in which the Province also has an interest. There are still a few private telephone systems operating in our Province (e.g. Kenora's system).

These companies are constituted by by-laws in municipalities and are regulated by Ontario Telephone Service Commission.

The huge 'Ma Bell' System is franchised by the Federal Government. Although Bell Canada also supplies local services, when it deems the service desirable, long-distance telephone services appears to be their principal interest.

The major activity of The M.T.C. in telephone issues has been to 'fight' for the people of Ontario in every 'rate escalation hearing'. The presence of provincial communication

experts has had a significant impact on these proceedings and has forced true justification for each rate change.

In conclusion, there is only one final thought I would like to bring to you. Today everyone is better informed, in part, due to modern communications. Today, everyone has an opinion and wants it heard. Today, the unilateral activities of any group will inevitably impact someone.

Hence, today, there is only one mechanism for progress -- cooperation.

This co-operation must bring together representatives of the:

- Government
- Public
- · Private Enterprize

Each must pull together with the others to develop the potential which this vast Northern Region offers.

ATIKOKAN

Location

Atikokan is located two miles north of Highway 11, 130 miles west of Thunder Bay, and 100 miles east of Fort Frances. The nearest community is Ignace, which is 50 miles by air or 200 miles by road. The famous Quetico Park lies five miles to the south.

History

Atikokan was founded around the turn of the Century and later became a divisional point for the C.N.R. In the 1940's, S.R.I.M. started production and in the late 1950's, Caland Ore Mine came into production. Another smaller mine, Charleston, ran from 1959 to 1965. Biose Cascade and Great Lakes Paper have bush operations in the area and, 20 miles to the East, Domtar, has bush operations, and a stud and planning mill.

The population of Atikokan hit a peak in 1961 and since then has been around 6,000. The reasons for the decline in population can be attributed to several factors.

- (1) termination of the dredging contracts and construction period in the mines;
- (2) termination of the Charleston operation;
- (3) the maturing nature of the town;
- (4) lack of housing which deters men with large families coming to Atikokan.

Political Aspects

Up until the mid 1960's, Atikokan was active on the political front. When our basic needs of infrastructure and transportation were met, we stopped banging on the politicians' door. We became semi-isolated. We did things ourselves with little outside help. We built an indoor arena and ski hill with volunteer labour. We had a dynamic reeve who was our main link with Government. The Chamber of Commerce weakened and became dormant. This apathetic mood was a mistake.

In this time of isolation, politics changed. A

Task Force on 'Design for Development' visited Atikokan and

met very little resistance to their classification of Atikokan

as a limited growth center. We were not worried! We had our

security; two large mines which employed over 1,000 people.

The 'Design for Development' with all its faults, as well as

good points became a reference document for many Government

offices. Later this document became our largest road block

in our quest to remain a viable community.

What shook us out of our apathetic mood? In 1972, Caland Ore announced it would close its operation in the period 1976-78. The realization was brought home! We were in trouble! 400 jobs would disappear in five years.

Now was the time to make a decision. Do we sit back and let fate deal the hand or do we work to help ourselves?

The decision was made. People took up the challenge. The
Town Council formed the 'Atikokan Industrial Development
Committee' to cope with the problem. The Chamber of Commerce
re-organized and became very active. Quetico Centre, a
learning institute located just outside Atikokan, joined in
and contributed ideas, leadership, and facilities to help
Atikokan.

We re-evaluated ourselves. We determined our goal:

TO KEEP ATIKOKAN A VIABLE COMMUNITY FOR THE NEXT 30 YEARS.

We started out, we faultered, we went off on tangents, but we kept our goal in front of us. Every time a Government document emerged, we analyzed it, we built on its good points, we pointed out its shortcomings. Whenever possible, we made representation to the Government. A strategy was formed for each opportunity. The results, so far, have been encouraging.

Results

- (1) We approached the Government to allocate the poplar wood in our District to the Company who would contribute most to the Community. Today, a \$20 million dollar Particle Board Plant is being constructed in Atikokan.
- (2) A new airport is under construction.
- (3) Last year, our indoor swimming pool was completed.
- (4) This year, construction includes a new hospital and a Senior Citizens' Apartment Block.

- tions for their Fossil Fuel Generating Plant.
 Atikokan was not one of these locations. We thought that Atikokan might qualify because of our location. Hydro was more or less forced to look at us. At the Public Meeting Hydro held in Atikokan, over 600 residents were present to support the selection of Atikokan. And what happened? Atikokan turned out to be the most economical site. Atikokan has been recommended as the Fossil Fuel Generating Plant site.
 - (6) Local input has influenced Government decision on Quetico Park to the benefit of people of Atikokan, as well as the people of Ontario as a whole.

Other results not necessarily directly related to our efforts We have now been given more time by the recent
decision of Caland Ore to extend its operation till 1979-80.

We still have a long way to go and as long as 'Design for Development' remains unchanged, our task will be very difficult.

What do we still need? (not in order of importance)

1) more secondary industry;

2) a road to Ignace for economical, as well as, social reasons;

- 3) our fair share of Government services and personnel;
- 4) housing;
- 5) Sewage Plant;
- 6) Filtration Plant;
- 7) Technology to mine the millions of high grade iron mineral by underground methods.

In closing, I would suggest to all Northern towns, do not become politically inactive. Work hard and keep banging at the political door. The Government will help those who help themselves.

ATIKOKAN STATISTICS

Population - 1974 5,742
Gross Income of Population\$22,100,000
Trading Area Population
Assessment\$11,516,791
Retail Trade Volume\$13,640,000
Number of Industrial Plants
Manufacturing Value\$50,000,000
Manufacturing Payrol1\$14,000,000
Manufacturing Payloff
TRANSPORTATION -
Rail C.N.R.
Highway
Airports
Truck Services
UTILITY SERVICES -
Electricity
Gas Northern & Central Gas Corp. Ltd.
TANK MANAGA TITONG
COMMUNICATIONS ~
Domiciled Radio StationsCBC Booster
Domiciled T.V. Stations

RECREATIONAL FACILITIES -

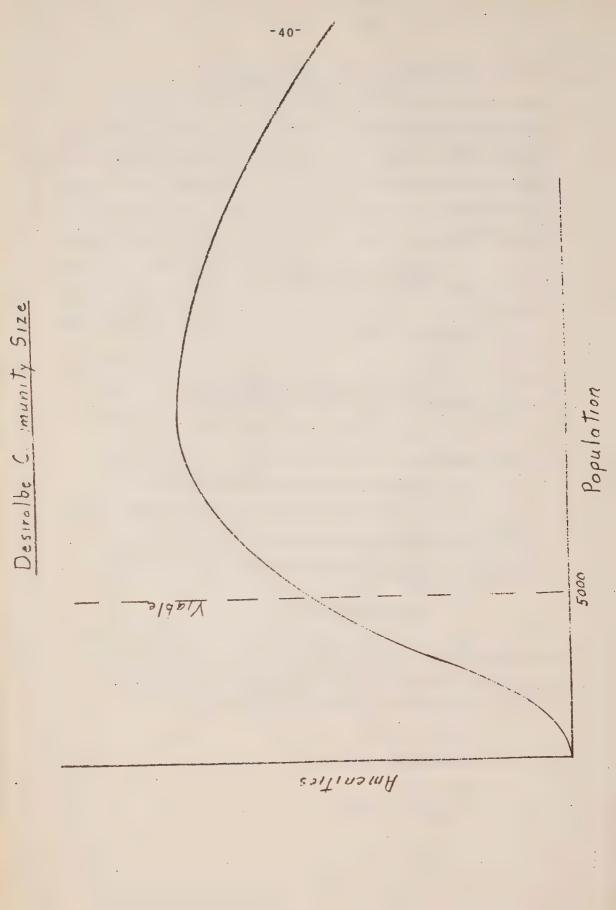
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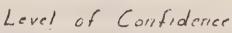
RESULTS TO DATE

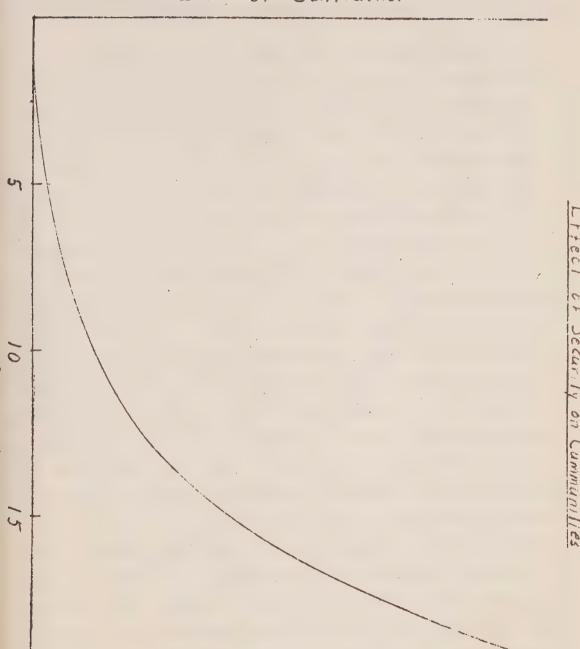
- 1. Pluswood Plant;
- 2. Airport;
- New Hospital, Indoor Swimming Pool, Senior Citizens' Apartment Building;
- 4. Recommended Hydro Generating Plant;
- 5. Quetico Park Recommendations;
- 6. Mineral Exploration Assistance Program;
- 7. Bridge and Road to a new Industrial Area;
- 8. Promised Natural Resources Building;
- 9. New Shopping Centre and Motel Construction.

UNFULFILLED NEEDS

- 1. More Secondary Industry;
- 2. Atikokan to Ignace road;
- 3. Government Services and Personnel;
- 4. Sewage Plant;
- Filtration Plant;
- 6. Housing;
- 7. Mining Technology.







Effect of Security on Cummunities

Turnover Rate

Effect of Commuting Distance

Commuting Distance

ADDRESS BY Mr. W. M. Vrooman

POLICIES APPLYING TO THE FUTURE DEVELOPMENT OF NORTHWESTERN ONTARIO

Compared to the various other ministries taking part on the panel this afternoon, the Ministry of the Environment has had minimal experience in planning policies for new towns and existing towns in Ontario. Initially, our purpose was to control existing sources of pollution which included land, air and water, and to initiate a procedure to ensure that new developments had sufficient controls to meet environmental regulations. As we proceeded to carry out these policies, it became more and more evident that we should be involved to some degree in the planning of townsites or changing of existing zoning regulations in established communities. How often we were faced with problems of residential areas being built near heavy industry or a sewage treatment plant being built near a residential area. Many times we would complete an abatement program with industrial or commercial sources only to find that new development meant that new controls were insufficient. In northwestern Ontario, we are faced in several areas with increased growth and development and treatment facilities unable to cope with the demand. Even with additional capacity, we are sometimes faced with rivers and streams unable to assimilate the added discharges from treatment plants or industrial sources. Because of these various problems the Ministry felt that somewhere along

the process of planning of these facilities and with new town-

sites that our staff should have some input. As you are aware,

Assessment Act which is presently before the Legislation for approval. This new piece of legislation initially requires all government agencies who are developing new facilities to provide MOE with an environmental assessment which will clearly indicate the effects of development on the environment and on the surrounding areas. In time, it is anticipated that these environmental assessments will be requested from industry and large commercial developers. By preparing these documents, it is hoped that they will give the developers and ourselves a better insight as to what the effects of industrial plants or commercial developments will have on municipalities and how they will affect existing services in the location because of the increased labour demands and, therefore, increased population.

At present, our Ministry also reviews all subdivision plans and changes to zoning bylaws and our comments and recommendations are forwarded to the various ministries who have the responsibility of approving such applications. When we are reviewing these proposals, we are looking at the following aspects:

- (1) Water Supply
 - Will present water supplies be adequate or will new groundwater or surface water sources have to be found?

- The quality of the water and if treatment will be required.
- If surface water is necessary then a detailed water quality survey would have to be completed to ascertain the quality of the body of water and what treatment would be necessary in order to attain the necessary qualities for human consumption.

(2) Sewage

- Are services in the area adequate to handle increased demands?
- If new services are required, who is responsible for providing the necessary system? Will the municipality build and operate them? Will the industry, if its a new town, build the system and then turn it over to the municipality, or to the Ministry of the Environment, or will the Ministry of the Environment undertake the construction and operation of facilities?
- If a treatment plant is not necessary, what are the conditions of the soil for subsurface treatment? Will it be adequate for septic tanks?
- If treatment is necessary, what type of process would be most efficient for the area: eg. lagoons, aerated lagoons or extended aeration?
- Where will the best outfall location be situated?
 When the outfall location has been selected, a
 detailed water quality survey has to be undertaken

to determine the assimilative capacity of the water body for the disposition of waste.

(3) Waste Disposal

A suitable location for establishment of a sanitary landfill site has to be determined.

The site has to have suitable soil conditions in order to prevent any leachate from polluting groundwater supplies or surface water. The area should be remote from any residential areas and the Ministry has to be assured that the municipality or, in some cases, Ministry of Natural Resources will maintain the disposal site according to the Regulations.

(4) Zoning

The Ministry reviews the layout of the proposed new town or new subdivisions in existing towns to ensure that areas where people are living are protected from air pollution or extensive noise from either commercial or industrial establishments. We also have guidelines with reference to highway traffic, railway traffic, airports and other applications where residential areas can be affected by industrial or commercial development.

Ministry does have and should have an input into town planning.

By reviewing all the points I have described, we hope that

we can prevent some of the problem areas that we have been

faced with over the past few years. You can also understand

that there is overlap of our responsibilities and those of

other ministries. It is, therefore, a challenge to government

to pool our resources, respect each others expertise and together

make decisions that will enable us to develop the areas in

northwestern Ontario which will benefit all inhabitants.

ADDRESS BY Professor A. J. Bruley

POLICIES APPLYING TO THE FUTURE DEVELOPMENT OF N.W.O. NORTHERN TOWN "PLANNING" A SOLUTION

To attempt to set forth some clear policies for the future development of N.W.O. within the next 10 minutes is shear "lunacy" however, I am hopeful you will not relegate my few remarks to that same category.

Before suggesting some positive steps in planning our future I would like to dwell for a few moments on the Northwest's present "dilemma". Our present dilemma is primarily due to the "Laissez Faire" approach which has in the past, dominated the thinking and planning of both government, industry and business.

I am not saying that our society has not made great strides in the past with this philosophy - it has served us faithfully for many years - but the many cracks now beginning to surface could well forecast a disastrous earthquake. Surely in an era where our resources are fast becoming depleted we must undertake a more rational planning approach if we wish them to sustain us in the future.

At present N.W.O. finds itself on the brink of an economic tidal wave that could rapidly sweep away our primary resources and leave you, me and the Ontario government - all "holding the bag". The Northwest is about to enter an era of considerable expansion where we could lose our shirts if "Laissez faire" type planning is to continue.

Many visible symptoms of this economic philosophy are already upon us:

- -- depletion of resources has caused spazms in

 Atikokan -disaster to Commercial Fishing in

 Lake Superior and Lake Nipigon tragedy to

 Armstrong and quivers up the spine of many

 northwest communities who are largely single
 industry towns.
 - We have environmental problems that have destroyed the fishing industry, retarded the toursist industry, deprived the indians of their basic food source and frightened many Northward Residents of Thunder Bay into not drinking their water.
- Lack of employment opportunity
- Indadequate medical and social services for many of the smaller communities in N.W.O.
- Inadequate housing,
 - transportation and communication facilities
 - etc.

These inadequacies you all know too well. Unfortunately they will likely continue with even greater intensity if you, me and the government do not put our heads together and evolve a Proper Development Plan that will mesh with the social, cultural, economic needs of the people who live in this part of the province. Such a plan will of course not satisfy every

municipality to the degree that each would like but must be based on COMPROMISE, CO-OPERATION AND THE INTEGRITY OF ITS ARCHITECTS. This is not to say that the initial plan would be un-alterable. Plans are never perfect and must be sufficiently flexible to accommodate changes as they occur. The basic plan will, however, provide us the sound foundation for formulating workable policies on transportation, resource renewal, environmental preservation, medical care and social equality with our southern neighbours, around which we can construct the above ground portion of our house, to our own tastes and desires. We must of course be prepared to give up some of the freedoms we now enjoy. Sacrifices are always needed in order to achieve worthwhile goals. The question is "are we prepared to accept them?" I believe most people are ready to make that sacrifice - we are "fed up" with band-aid type solutions to our economic and social ills.

Equitable, Rational Planning and Development of our resources offers us a stable alternative.

How do we then achieve this "state of bliss". Certainly not sitting on our backsides and bickering amongest ourselves. The first stop in the development of any Strategic Regional Plan is the acquistion of sound, current information on our resource capacities, our resource usage rates, our regenerative capacities (particularly with regard to our forest), our production costs, marketing demands, tax revenues, and a host of other parameters. Examined to-gether, they will provide a revealing picture of the patients health, there-by leading to

the proper diagnosis and finally a prescription for his cure.

I do not want to leave you with the feeling that I am suggesting only a long term solution to our dilemma. If the patient is hemorrhaging we certainly shouldn't worry about taking his temperature. Thus in many instances specific action is required now. Perhaps we can elaborate on these during the discussion sessions. However, if we are to get our house inorder and keep it there we must committ N.W.O. to a thorough internal analysis followed by yearly check-ups to keep her viable and healthy.

NOTES FROM THE ADDRESS BY Mr. M. C. Taylor

- Mr. Taylor stressed that the Ministry is involved in planning. The Statigic Land Use Plan is an example of policy formulation in NorthWestern Ontario. This Plan is concerned with 1) Land Management;
 - 2) Outdoor Recreation;
 - 3) Resource Production.
 - The speaker noted that any Plan must relate to the basic needs of people -- food, shelter, employment, recreation, a quality environment. In order to achieve these goals, the Government is attempting to develop a set of policies that will relate to various land use problems. Parameters to be considered are:
 - 1) look at the resources available;
 - 2) indicate future uses;
 - 3) establish the potential of the area.
 - Mr. Taylor spoke of the need of people being paramount.

 Therefore, public input must be sought out and seriously considered. Input from organizations must also be solicited. Organization such as:
 - 1) Municipalities within the Region;
 - 2) Industry;
 - 3) the other Ministries of the Government;
 - 4) Associations such as the A.P.E.O.
- After all of the input is received, a broad policy may

be developed within the Ministry. This policy must then be tested in public hearings, in discussions with municipalities, industry, etc. Following this, the Ministry must then re-write their policy taking into account all reactions created by the hearing phase of development.

The release of the final policy is the best effort of the Ministry to take into account all factors relating to the Plan. Mr. Taylor stated that it is impossible to please everyone and that some dissatisfaction will always result. As an example of conflicts, the speaker noted the divergent interests of:

- 1) commercial fishing vs sport fishing;
- 2) agricultural use vs urban use;
- 3) resident interest vs tourist interest.

FOLLOWING IS A SUMMARY OF QUESTIONS AND ANSWERS SUBSEQUENT TO THE PANEL DISCUSSION

- Q Relating to the development of small towns in the north,
 we note that there is a very heavy taxation of the resourse industries. How does this affect development?
- A Mr. E. Fahlgren

Provided the money obtained through taxation is returned to the area and effectively put to use for community benefit, then such heavy taxation is acceptable.

- Q But we note that money obtained from the taxes on oil and gas is not being returned for further development.
- A Mr. B. Reginsburg

That is part of the present problem. The Government is not returning such tax money for the benefit of the community.

COMMENT FROM FLOOR

The fact that we pay more taxes is acceptable, it is the nature of the operation.

However, it appears that the Federal Government and the Provincial Government are not working together -- for example -- Provincial taxes are not deductible from the Federal taxes.

- Q With regards to Northern development, we get the impression that a lot of time is wasted, that the Departments within the Government are working too slowly.
- A Mr. W. D. Manahan

This is always a problem, and it is the intent of Government to speed up the process.

However, you should always look closely at the philosophy of the development as to who is spending the money. Is it Government money or is it Company money. Furthermore, too rapid a decision may jeopardize the political process.

- Q If industry is located within municipal boundaries, that industry can be taxed by the community in order to finance its development. However, other towns that are developing rapidly (e.g. Ignace) have no real tax base. Such a policy can create instant slums. For example, mobile homes on bulldozed open lots with no trees and inadequate sanitary facilities.
- A Mr. W. D. Manahan

This problem was recognized in Ignace at a rather late date and attempts have been made to rectify it through DREE Grants and other Provincial Government aid. However, we have thoroughly examined the problem and

we will learn from it. For example, the lessons learned from Ignace are being applied to the development of Nakina. As another example, the community at Red Lake has applied for the acquisition of new land that will increase their tax base.

- Q With regards to the Government Policy of developing
 existing communities where such communities lie within
 commuting distance of the resource development, what
 is considered a reasonable commuting distance?
- A Mr. W. D. Manahan

We are aware of the high turnover of staff as a result of this Policy and we are looking into it. One of the alternatives is to design a mobile town.

Mr. J. C. Sherwood

We must look at the comparable situation in Southern Ontario. It is not unusual for a worker to commute 15 miles through heavy traffic and in the Toronto area, distances of 25 to 50 miles are becoming common.

COMMENT FROM FLOOR

In my opinion, as a Northern resident, an

acceptable commuting distance on a good paved road is between 30 to 40 miles.

- Q One of our problems is that there are just too many routes to Toronto. This situation leads to unnecessary red tape with the resultant expensive time lag.
- A Mr. K. Bauman

We are experimenting with a streamlined procedure in the Sioux Lookout area, and this will be closely watched. However, too often this results because the Government finds itself in a reactive role-not enough planning, and a re-organization within Government is hoped to minimize this problem.

Mr. W. D. Manahan

The experience of Atikokan will be an interesting and exciting experiment in getting together of the community and the Government.

Q - Surely, it is economic foolishness for a Company to move into a community that has no tax base.

COMMENT FROM FLOOR

Perhaps the concept of Regional Government will help to solve that.

- Q What about the development of our native people within the framework of our industrial development?
- Our Company has had meetings with the local

 Chief and the Department of Indian Affairs.

 The Company encourages the involvement of these people and will undertake their training in order that they can move into the work force.
- Q How much effort is going into the Plan to co-ordinate the activities of the various ministries?
- A Mr. W. D. Manahan

 This program is being directed from Toronto.

 It is presently in its initial phase, but a great deal of input will be sought before it is finalized.

NOTES FROM AN EVENING PRESENTATION BY Dr. J. K. Reynolds,

Deputy Minister of Natural Resources

THOROUGH PLANNING REQUIRED

New towns should not be developed unless absolutely necessary, Dr. J. K. Reynolds, Deputy Minister of Natural Resources told a meeting of the Lake of the Woods Chapter, Ontario Professional Engineers, at the Kenricia Hotel Saturday.

Mr. Reynolds said that during the early times, towns grew up around new industries, such as mining and forestry and their fortunes rose and fell with the economic climate of the industry concerned. Boom or bust tended to be chronic.

Inevitably, said Dr. Reynolds, early towns often developed with little or no physical planning. Homes were constructed along roads with scant concern for the future or for aesthetics. Piped services were virtually non-existent and other community infra-structure was usually meager. Schools and schooling were primitive. Families, often had to travel considerable distances for essential services, such as medical and dental care.

Libraries, parks, theatres, movies, churches and ther amenities of life were far down the list of essentials.

Many of these conditions, said Dr. Reynolds, still xist in some areas and without great care and planning, some f these problems will almost inevitably occur in new towns

in the future.

In looking to the future and searching out some means to improve the quality of new towns in the future and to prevent the undesirable conditions of the past, Dr. Reynolds said that one of the most important concepts is that established communities should be utilized wherever possible to accommodate housing and other community facilities necessitated by new industry.

He said that not all new growth can be located in existing communities. In some areas, new towns will be required. In such situations, careful thought and planning must precede development.

The first consideration must be the location of the new town. Factors such as soil conditions, slopes, the presence or absence of good quality water, the feasibility of access to the employment site and the main transportation routes to the area must all be investigated. He said that now no longer will a townsite be allowed to grow in a haphazard way around the head-frame of a mine or the site of a sawmill.

Dr. Reynolds said that water, sewerage and other piped services are essential in new towns if health and environmental standards are to be maintained. Social infrastructure such as parks, pedestrial walkways, community facilities, churches, health and education facilities must be accommodated and provided for in the plan. He said that no longer can second class services and facilities in new

towns be tolerated and that a good quality of life in our northern towns must be provided if the north can continue to attract and hold a stable and well qualified labor force.

The speaker said that a variety of housing types is essential in any community. In northern towns, this is especially applicable and all should recognize the particular needs of specific groups. Young, single workers, for example, require rental accommodation, either rooms or apartments. Families also require a variety of housing, from single family detached, to row housing and apartments.

Dr. Reynolds said that provision should also be made for mobile homes in northern communities. This type of accommodation, he said, carefully planned and provided for, is not only essential during the early stages of new town development, but may be a very desirable form of living for many people who choose to follow the frontier as development pushes northward.

Town centres, said Mr. Reynolds, should be designed so that the main portions can be enclosed to permit more tolerable pedestrian conditions in inclement weather. He said it seems that people have already learned that enclosed shopping malls, which are popular in Souther Ontario, are slow in coming to the North where they are particularly needed.

Dr. Reynolds said that another southern feature which could be adapted and adopted, is the concept of inte-

grated community facilities. Schools can be combined with auditoriums, swimming pools, theatres, and other such facilities and located close to or within town centres. He said that in this way, these facilities will be easily accessible, available and fully utilized by all citizenry, and not just used by a small proportion of the population for part of the day.

He said that he believed governments have a basic responsibility to finance or, at least, assist in the financing of certain services, such as sewerage and water. Industry, at the same time, must accept certain responsibilities and costs associated with the provision of a stable labor force and a good quality of life.

There is no reason, he said, why development of the north shouldn't proceed and add to the attractiveness of life in the area, create developments that are a credit to all concerned, and make the province and country a better place to live.

NORTHERN NATURAL RESOURCE DEVELOPMENT

RECEIVED

NOV 0 9 1977

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

A forum held at the Campbell Curling Rink in Balmertown, Ontario on May 8, 1976

Organized by The Lake of the Woods Chapter
of the
Association of Professional Engineers
of the
Province of Ontario



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FORWARD

The subject to be discussed herein is very important, very timely, and has generated considerable interest, not just in Northwestern Ontario, as evidenced by the good turnout at the May 8 meeting, but in Northeastern Ontario as well.

Nevertheless, the question has been posed several times as to why professional engineers should become involved in the philosophical side of natural resource development in northern Ontario. The answer is threefold:

- 1) The majority of the membership of the Lake of the Woods Chapter, A.P.E.O., are directly employed by either the mining or forest industries, while the remaining members are employed either by industries or government agencies which act in a service or regulatory capacity to the two major industries. As the industry goes, so goes our professional future.
- 2) On a more personal note, we are all residents of Northwestern Ontario and most of us reside here because of a conscientious desire to do so. We enjoy the land, the people that such a land nurtures, and the recreational and asethetic amenities such a land has to offer. Consequently, we have a personal stake

in the direction which resource development will take, personal in the way such development effects us presently and how such development will effect the heritage we wish to leave to our children. Consequently, we must ensure that resource development takes place in such a way that it benefits not only ourselves, but all citizens of Ontario and even Canada, and that our actions will not jepordize the benefits available to future generations.

3) Engineers have developed a reputation, and one they have come about quite honestly, for being developers and builders par excellence. More recently, however, we have seen criticism leveled at the engineering profession for their highly developed sense of pragmatism. Engineers have been accused of displaying a lack of a social conscience, of being so preoccupied with getting the bridge across the river that they cannot see the effect it will have on the other shore. Our immediate past president, Dr. Quinttenton, recognized this problem and introduced the Mission for Mankind concept to the Association. Hopefully, through Mission to Mankind and similar efforts, Ontario engineers can show the public that we do have a social conscience and that we can consider the social consequences of the programs in which we become involved.

It appears that the general population has grown accustomed to our present standard of living and is unwilling to make any major sacrifices in this regard. This being the case, the question of resource development is not one of whether or not to proceed, but rather HOW, and possibly when, to It is obvious from the diverse interests and opinions of the panel members that the determination of the "HOWS" of resource development will not be an easy task. Such determination will require many hours of patient dialogue among the parties concerned in order that a suitable route for development may be charted. This forum can be viewed as one of the primary steps to be taken in reconciling the conflicting points of view. Hopefully it will prove to be an important step in finding the necessary compromises to ensure that natural resources development in northern Ontario provides optimum in social and economic benefits for its citizens, indeed for all Canadians.

In organizing this publication it was necessary for editorial purposes to take some liberty with the texts and to create titles for some of the presentations. Where done, every effort was extended to preserve the author's original thrust and although we believe we have largely succeeded in doing so, we beg the author's indulgence if, in fact, we may have slightly altered the context of any particular point.

R. A. Riley, P.Eng. May 11, 1976

List of Participants

FORUM SPEAKERS

Mr. L. Ringham

Assistant Deputy Minister - Northern Ontario
Ontario Ministry of Natural Resources
Thunder Bay

Mr. F. R. (Ray) Jones
President & Chief Executive Officer
Steep Rock Iron Mines Limited
Atikokan

Mr. A. Reid
Manager
Reid's Stork Lake Camp
Red Lake and Winnipeg

Mr. G. J. Garner
Chief Forester
The Ontario-Minnesota Pulp and Paper Company Limited
Fort Frances

Mr. M. Wermager Coordinator - Atikaki Coalition Winnipeg

> Mr. T. S. Jones Vice-President Reed Paper Limited Toronto

Mr. F. Plain
Technical Researcher - Rights and Treaty Research
Grand Council Treaty No. 9
Timmins

Mr. L. E. Pitura
Regional Director
Ontario Ministry of the Environment
Thunder Bay

DINNER SPEAKER

Mr. J. E. J. Fahlgren
President & General Manager
Cochenour-Willans Gold Mines Limited
Cochenour



Regional Development - Benefit or Curse?

by

L. Ringham

Assistant Deputy Minister, Northern Ontario
Ontario Ministry of Natural Resources

In being invited to speak to you today, your Committee
Chairman indicated in his letter that it was Ontario's natural
resources that were acting like a magnet and drawing development to Northern Ontario. One could interpret from his letter
that resources were the cause of conflict and not their use by
people.

I sometimes wish this could be the situation as discussions might be less emotional about resource use.

He suggested I might outline resource development in Northern Ontario and the problems real or imagined that may be associated therewith.

When I talk about Northern Ontario, I mean the mass of land and water, 280,000 square miles, that lies north of a line along the French River - Lake Nipissing - Mattawa River. Its forest cover is mainly that of the Boreal Forest, with scattered patches of the Great Lakes - St. Lawrence River Pine - tolerant hardwoods along its southern border.

The majority of the area is typical Precambrian shield country with the treed bog and open muskeg of the Hudson Bay Lowlands along its northern flank. It supports 75% of Ontario's primary woods industry and approximately 85% of Ontario's mining industry. A major portion of that sector of the tourist industry called "outfitting" which relies heavily on fish and game to attract its clientele is also located in the north.

One of the problems, as I see it from a natural resource manager's position, is the lack of understanding which leads to beliefs based on misinformation or myths about the natural resources and in particular some of the renewable resources.

I do not know if this lack of knowledge should be classified in the category of a real or an imagined problem. Certainly what one imagines or perceives to be a situation is greatly influenced by the accuracy of data and the information source.

A few examples of misbeliefs about natural resources that illustrate this situation are such things as: mother nature knows best, in the good old days things were better and before there was any industry there was a bounty of fish and game. All these type of beliefs I think can be challenged.

The idea that nature does not waste resources can be refuted.

A recent but not unique phenomena was the big windstorm that

occurred in 1973 and flattened approximately sixty thousand acres of timber southwest of Dryden. The following year, before salvage operations could get fully underway, nature added its "Coup de Grace" in the form of a lightning fire which resulted in one of the most spectacular and costly forest fires that Northwestern Ontario has seen in the past thirty years. The loss of some 800,000 cunits of wood through fire also did nothing to lessen the air pollution index.

Following up on the forest fire aspect, research indicates prior to the establishment of a forest fire protection agency the Province suffered a loss of some 1,500,000 acres a year. This could be termed let nature take its course and some of the diaries of the early explorers associated with the fur trade seem to bear out that wild fires were numerous and frequent. In contrast since an organized forest fire protection system has been established the average loss from fire has been steadily reduced each decade from 1920 to 1970.

There is no argument that resource development does not change things. Certainly Passmore's work on big game in Northwestern Ontario indicates the whitetail deer moved in to most of its present range following the railroad construction era and early logging. Prior to that time, the woodland caribou occupied a much larger territory than it does today. However, it is a mistake to believe that prior to industrialization there was a

bounty of fish and game resources. Reference to the Post diaries for Hudson Bay Post at Moose Factory during its early years show, despite strong commercial fishing efforts daily by staff using gill nets, the catch was generally less than 100 lbs. I cannot accept that it was from a lack of effort or knowledge of how to fish a gill net that the returns were so low. Certainly they had good motivation knowing that they could not count on the supply ship from Britain to restock their larder every year.

Perhaps the biggest myth of all is the one that by designating a piece of land to preserve some resource you automatically stop the natural complex and inter relationships that are going on constantly between all components making up the environment. Nature does not permit a static condition to exist; the changes may be very slow by human standards but nevertheless they are occurring. Pymlott in his submission to the Quetico Advisory Committee recognized this fact as he requested a form of managed wilderness.

There is also the misbelief in some quarters that mining requires and wastes large areas of land; a survey conducted in Ontario in 1975 indicates that there are 66,873 acres of land occupied by the mining industry and disturbed; and 655,042 acres of licensed (or owned) land for mining purposes in the Province.

It should be noted that all the land used by mining in Ontario could be fitted into area slightly less than half the size of Metro Toronto.

These are few of many examples but I hope I have conveyed the idea insofar as the renewable natural resources are concerned that Mother Nature does not always act in the best interests of man nor were the old days always good. Perhaps the best description of what has taken place in resource development is that it has produced ambiguous results. It is important to emphasize the word "ambiguous" to avoid suggesting that what has happened in the last three hundred years is all bad. Modern science and technology emerged from a vision that men might become "lords and possessors of nature". Certainly today we might want to ask if man's destiny is to master nature or whether we should strive for a more complete knowledge of all the components that go to make up our environment and make this our main goal.

Turning to the specific issue at hand, natural resource development in Northern Ontario, this item cannot be looked at in isolation from the basic subject of economic growth.

The question to be examined in my mind is not "growth or no growth". Many great writers, Galbraith included, have pointed out that our whole vast economic machine depends on the image of man as a consumer. It is obvious to explore this extreme where the basic control has to begin. Likewise, the other

extreme of complete unrestricted major natural resource development is also so unacceptable from political, social and economic reasons and that to examine this extreme is a futile gesture. In any event, the examination of either or both is beyond both the capabilities of this speaker and the time I have been allotted.

Rather I suggest a more middle ground be examined; one between the two extremes for the utilization of the resources. Further we assume this "X" degree of growth will take place within the following parameters:

- 1. Existing laws and regulations will apply.
- The natural capability of the land to produce the resource will not be exceeded.
- 3. There will be no major worsening of economic conditions.
- 4. Population growth rate of 2% annually. (Depending on whether you are an optimist or a pessimist, the third parameter might be difficult to accept (Item 3)).

Problems and Conflicts Associated with Some Additional Degree of Natural Resource Development

To assist in the review of some additional growth, it might be useful to sort out the problems and conflicts which might be associated with more development in the three main props to the existing economy of the North, i.e., Forestry, Mining and Tourism.

Forestry

Assuming all present increased capacity now being built by the woods industry and all announced proposals were to be completed, utilization of the coniferous annual allowable cut will be within 90% of the total now calculated for the exploitable forest area of the Province.

If all this increased capacity should come on stream and be operated at maximum capacity it will require a more sophisticated forest inventory and a shorter interval will be required between inventories to ensure there is no overcut. A stepped up forest management production program, with greater use of modified cuts to ensure natural regeneration, will increase logging and road costs.

More all weather roads even in the near vicinity of waterways reduces the appeal of fly-in tourist camps and the market of the charter air operator.

From a game and fish point of view it would be helpful in that more all weather roads would spread fishing and hunting pressure over a wider area than now exists. Likewise, it would probably provide an even greater attraction to the non resident tourists with mobile accommodation.

Modified cutting where appropriate in suitable forest types would improve game habitat.

However, with almost the full productive capacity of the forest being required to meet annual needs, there would be less volume to cushion natural catastrophe such as large forest fire losses. To ensure fire losses were kept to a minimum, a substantial increase in annual forest fire protection costs would have to be committed.

Mining

The amount of expansion the north can sustain in mining development cannot be determined accurately. Although we have a fair knowledge of the geology of Northern Ontario's surface, only in the main for a fairly small area of mineralized zones is there an accurate knowledge of the rock formations that are more than 200 feet below the surface.

It has been stated by some experts in the field that at least 90% of the significant deposits on favourable horizons are amenable to further exploration with available techniques. Such exploration will be high cost unless new techniques and technology come about.

Since the odds are about equal that a mine will come into production as against the odds that one can win the Glympic lottery, I believe further expansion will take place when

the economic and tax situations are such to foster more exploration.

Assuming that some additional new mines will come into production, the conflicts over access roads will arise mainly between the mining interests and those whose interests lie in private or commercial segments of outdoor recreation.

No doubt extra costs will have to be absorbed by the mining company to offset aesthetic degradation and to eliminate water, air and noise pollution if new production occurs near or in the midst of established recreational areas. I believe Inco at its Shebandowan mine has proven the technology is available if the industry wish to apply it and the ore body is sufficient to support the additional costs.

Tourist Outfitting

A substantial increase in tourist outfitting of the non consumptive type could easily take place within the present accessible area. However, it would appear from our latest estimates for big game and in particular, moose populations; in many parts of Northern Ontario there is an insufficient number of animals to support increased numbers of resident and non resident hunters. A large increase of hunters in the more isolated parts of the north would raise conflicts between the tourist industry and the native trappers who depend very

heavily on big game animals for their source of meat. It would appear at this point in time and at the present degree of accuracy in waterfowl surveys that it would be unwise to place more hunting pressure on the existing population, especially along the Hudson - James Bay coast.

Any substantial increase in angling pressure in general could probably be accommodated if spread evenly over the total area and lake trout was excluded. Also all other species would be given equal preference by the angler.

The basic problem is that it would be physically impossible to ensure an even fishing pressure equivalent to any individual lake's capability to produce fish. In addition to access problems on certain individual lakes, conflicts would arise between prior established commercial fishing industry and sports fishing interests.

There would probably be more conflict between the fly-in air service operator and outpost camp outfitter as each group attempted to seek isolation for their guests.

A substantial increase in tourist outfitting would also bring greater demands from residents for higher non resident fees and greater controls on non residents. The industry itself would resist such action on the basis it was a threat to their competitive position vis-a-vis other tourist areas.

I have touched on just a few of the problems and conflicts that appear to relate directly to increased development over present utilization levels of our resource based economy.

However, with any type of increase in development for any resource there are some broader and more fundamental questions that require solution. Some of the broad problems are identified in the report prepared by Professor K. Rea of the University of Toronto for the Science Council of Canada on Northern economic growth and development. One such item identified is the fact that, although economic growth has taken place in various areas—economic growth being taken to mean an increase in goods and services being produced—they have nonetheless lacked economic development—the shift in emphasis from a primary resource economy to a manufacturing industrial economy to a service oriented economy—such has taken place in Southern Canada.

It also states "the principal industries (mining and forestry) now established in the area do not encourage development of other industries as they are typically capital (machine) rather than labor intensive." Some of these comments appear to describe conditions in Northern Ontario.

To date we have not been successful in generating enough cooperation between all groups who have an interest in economic

development to properly manage growth by developing the economic, political, and social tools needed to implement solutions to such questions as: Where should growth be located? What should the growth rate be? How should the benefits of growth be shared? How should the costs of growth be paid for and who should pay for them?

I would commend to those present who wish to delve deeper into the subject of economic growth a very thought provoking and interesting paper titled "Humanistic Capitalism" - Another Alternative by Willis W. Harman, Director of the Centre for Study of Social Policy at the Stanford Research Institute.

Harman in his paper states the past 250 years has been an industrial age and an unique era. "It is an era in which man has been living off a legacy of virtually non replenishable minerals and fossil fuels - preceded by a long millennia during which man's consumption from this store house was small and his impact on the environment was relatively minor. It must be followed by an epoch in which the limitations of the store house are recognized and which human activity fits into some new set of ecological relationships - not the old natural ones exclusively, but a new set partially of man's own devising and including modified natural cycles in which man is a conscious participant". Omitting the bit about fossil fuels, these words to me describe the point in time

we have now reached in Northern Ontario in regard to natural resource development.

The present activity of land use planning being conducted by the Ministry of Natural Resources in relation to Crown lands, I believe, is one step in the direction we must go if we are to keep resource conflicts to a minimum and allocate the use of natural resources wisely so they may play a meaningful role towards improving the quality of life for the residents of Northern Ontario.

Northern Resource Development

by

F. R. (Ray) Jones

President & Chief Executive Officer

Steep Rock Iron Mines Limited

Before discussing how natural resource development in Northern Ontario can best be done to the advantage of all citizens of Ontario, it is perhaps best to examine a few more fundamental concepts; such as,

- (a) What is the purpose of resource development or "Who needs it?"
- (b) Why should the concept be limited to the "advantage" of citizens of Ontario only?
- (c) Do some citizens have more rights than others? Why?
- (d) Does the belief, by some citizens that they have more rights than others, give them those rights? Or belief that their rights take precedence give them that precedence?

Because the scope of this seminar does not permit examination in depth of the foregoing questions, they can only be answered by making some assumptions.

One fundamental assumption must be that it is in the best interests of people to keep improving something loosely called the "standard of living". Let's make this assumption, though I

would say it is far from proven. Let us also assume that next to improving that nebulous standard, it is in people's interest to maintain the standard they have.

If we make the two above assumptions, then question "(a)"
(What is the purpose of resource development) is all but answered. The purpose is to supply the materials, be they animal,
mineral, or vegetable, to permit the maintenance of or improvement to the standard of living of what has so far been an everincreasing number of people.

The assumption that must be made to answer the questions concerning limiting the "advantage" to the people of Ontario only is indeed a strange one. Must we assume that it is in Ontario only that we need concern ourselves about improvement in the standard of living? Do we let others, in places where the population is generally growing more rapidly, suffer no improvement - or a deterioration? So how do we defend that assumption? We fall back upon law made by ourselves (or our ancestors) - and ratified in what is now a foreign country - that says the people of Ontario own the natural resources. If we accept the right by law, without looking too deeply at the moral aspects of the law, then it leaves us only the question of whether some citizens of Ontario have more rights than others. If we again assume the obvious, without detailed examination, I think we must conclude that the rights must be held equal to all.

Where, then, do our problems arise? It seems they arise where development interferes with other rights (or assumed rights) of certain citizens - including those whose ancestral occupancy extends farthest into the past in the areas in which the rescurces, or potential resources, exist.

It seems fair to assume that Ontario citizens engaged in resource development should carry on such development in such a manner as to cause the least possible inconvenience to other citizens. Cr the other hand, if we still claim the preceding assumptions to be valid, it would appear proper that no group of citizens act in any manner other than to cause the least possible inconvenience to the resource developers. The true meaning of our citizenship will then be realized. Where other than minor inconvenience becomes inevitable - then the citizens who are inconvenienced have a right to expect suitable recompense - be it financial or otherwise. The result will be orderly development under law of the resources of our land for the common benefit of the citizens of our land. Because of the differences in the aspirations of our various different groups of citizens - and indeed of the people within each group - we cannot expect all adjustments to be easy. We must have the courage and imagination to proceed, with confidence that problems are solvable in the common interest.

With regard to Steep Rock's proposed development on the south shore of Lake St. Joseph, it is perhaps fortunate that the schedule permits ample time to make the best possible adjustment to

anticipated problems.

Background environmental studies have been made by consultants retained by Steep Rock, assisted by the Ministry of the Environment.

An inter-ministerial committee, co-ordinated within the Ministry of Transportation and Communications is making a report on feasibility of a railway and recommended routing. (It should be noted that the marginal economics of the proposed industrial development do not at this time appear able to support a railroad.)

A committee in the Ministry of Treasury, Economics and Intergovernmental Affairs, along with its consultants, has produced a preliminary report on townsite location.

Steep Rock is determined to faithfully discharge its responsibilities with regard to the proposed resource development, and trusts that others involved will do likewise. The development will then benefit all citizens in making possible production of the basic material for what we consider the necessities of modern life - the iron to make the steel that goes into our tools, transportation systems, food production equipment, and shelter the steel that not only supports our physical structures but indeed is the main support of our basic living standards.

A Tourist Operator Looks at Northern Development

by

A. Reid

Manager, Reid's Stork Lake Camp

First I would like to thank the A.P.E.O. for inviting me to represent the tourist industry for this area at this meeting. It is very difficult for one person to represent each and every type of tourist operation in Northern Ontario, but the major problems we are discussing here and av, I believe, are relative to most.

We know the tourist industry runs third, and in some areas second, as a Provincial and Federal income generator to our country, and yet receives less assistance from government agencies than any of the other major industries. This is not to say that there is not some financial aid available to most, but the majority of the people in the tourist industry today are a breed of their own, people who started with a small initial investment and a penchant for hard work and built successful businesses long before governments, travel associations, and other agencies became involved in subsidization.

The tourist industry in the past 10 to 15 years has grown too fast and many of us did not have the education, good knowledge of business, legal, and accounting problems to

cope with government red tape and, the biggest problem of all, environmental abuse and distruction of our waters, game, and forests. This not only affects the hunting and fishing resorts, but the native trappers are also to be considered, for when the forests go so go the fur bearing animals. I am not pointing fingers at anyone in particular for I believe we are all part of the problem. In some way I hope that we can do something about it now rather than just talk today and forget tomorrow.

In just about every phase of work or business today there are associated educational opportunities available; vocational schools for trades, colleges and universities for professions, but we do not have one good means to assist or educate people in one of the largest industries in our country, namely the tourist industry, and we cannot directly associate this industry with the hotel-motel industry. Our business is built on personal relationships combined with a good fishing, hunting, or vacation-type of resort and in most cases we must make our total income during a three to six month period.

I believe the very first thing required is better communication between the government and all the industries involved in the use of and the protection of our lakes, our water's, and our wildlife. To give an example of lack of communication I must use a case which has involved one of my resorts—the building of roads and the clearing and removing of all the timber in the area of Dee-Dee Lake, Long Legged Lake, Confusion Lake, Medicine—stone Lake and many others, a proposed program known to everyone else in the region except the person most affected—namely myself.

As my resort is a fly-in and costs are more than double compared to a highway drive-in resort, I contacted the pulp and paper people and the Ministry of Natural Resources prior to my decision on any large or major expansion and associated expenditures. I was informed at that time that there were no pulp cutting or road construction projects taking place in the Pakwash area and westerly, nor were any planned in the immediate future. Long-range plans called for an all-weather access road to be constructed from Manitou Falls towards the Long Legged River, crossing near Wilcox Lake, but this would not be acted upon for quite some time.

On this assumption I proceeded to build a new lodge, some
new cabins, up-date my boats, motors, and many other phases
of my operation to the amount of close to two hundred thousand
dollars. I took the route of improving all my facilities so
I could cater to a better clientele, increase my rates, and
at the same time handle fewer guests, and put less pressure

on the game fish in the lake. I also reduced my hunting to nil within a few years to let the population of game build up.

The resort on the north end of Long Legged Lake (16 miles from Stork Lake Camp) came up for sale and to help me maintain to a higher degree those standards and controls I had instituted, I purchased the resort (which was losing money), and at the same time brought it again under Canadian ownership. The ink was hardly dry on the bank mortgages when I was informed of the coming roads and even bridges across the middle of one of the lakes.

With such development will come the clearing of the forests which causes the game to leave, cuts out the trapping, and allows that mechanical beast, the snow machine, to run wild and chase out any animals left in the country. I know it will eventually grow back and the wildlife may come back, but in whose life time? This area contains some of the finest hunting, fishing, and trapping in Northwestern Ontario, but it will become a complete wasteland for the next fifty plus years. The two resorts on this one lake that had employed thirty to forty local people every season for many a year in the past could do so for many years to come if a solution between the camp owner and the large industry can be worked out. Many operators along Highway 105 are also involved

because many of them have fly-in outpost camps and tent camps to which they take their more ardent fishermen. It becomes pretty hard to convince a guest that great virgin-wilderness fishing or hunting is available when they look down from a plane and see no trees and in addition, roads into every lake. Much of the game that has been hunted along Highway 105 for the past several years was generated and fed by the vast lush underbrush and forests east and west of this high-way.

In that I took the time to inquire into the future operations of the pulp and paper people, why could they not have contacted me and others who are to be affected by this drastic change and try to come up with a logical solution that offers survival to both. We realize pulp must be cut and that mines and exploration are important to help keep the economy of our country stable. However, in doing so, let us not destroy one of the largest renewable industries in this country. Such destruction can be avoided through proper management brought about through cooperation on the part of the pulp and paper industry, the mining industry, and the tourist industry.

In the past few years, new restrictions in the tourist industry have brought on large costs to the operators. Much of this increase in costs has been in the realm of environmental

control, such as septic systems, garbage, fuel storage areas, shore lunch areas, empty drums, as well as fishing and hunting controls, construction regulations, docks, fire protection, and outposts. I could go on and on. We are sure that in the long run the tourist operators will benefit if we are permitted to stay in business. However, if the land is left scarred all around us, why should we have to be controlled by these regulations?

Enough about the problems. In our own minds I am sure every person at this meeting is well aware of most of them and agrees we must do something.

I am sure one of the first things that comes to the minds of large industry people is the argument that if a road comes your way, you should adapt your operation to fit the problem. However, this is just about impossible. When these resorts were designed it was done so on the idea of a fly-in and everything comes in via float plane, not a road from behind. The initial costs of building and setting up a fly-in resort are far higher than a drive-in as I have mentioned. Thus, once a road hits your lake and it does not need to hit anywhere near the resort, the value of the resort drops to less than half in the first year. The number of resorts having suffered this fate and having attempted transition and become a success

are about nil to my knowledge.

If the roads are a must to get your pulp out, keep them closed to the public if for no other reason than the safety of the people themselves. The pulp trucks running in and out of these roads, I am sure, can make much better time and the drivers would feel better if they knew they did not have to worry about cars, campers, kids and whatever on the roads.

Keep the roads and bridges away from the lakes where there is a large investment in a fly-in resort. There are thousands of other lakes in this country, why put an operator out of business?

Make sure the protected zones around lakes are maintained.

Any equipment operators responsible for cutting a side road into a lake (something done many times in the past) should be fired by the pulp company or mining company to whom he is responsible.

Some stands of trees should be left in areas designated by either wildlife managers or government environmentalists to assure that the game in the area have sufficient food and cover to move from place to place. If this is not done, they will move out.

Close the area off to hunting until such time as the foliage has grown back and the game population is sufficient to hunt again. The trees and foliage are food and cover for insects also, which feed minnows, that feed fish, and so it goes.

It would be a great step forward if the government and the large industries would just take time to consider the small business man who cannot really fight back, and get together with us and iron out such problems before many of us are hurt in the future. I realize in most cases there are extra costs involved when some of these measures are to be taken, but as in our business or any business, if new rules and regulations come into effect and new costs are involved, our buyers, our guests, and whoever, must pay for these.

If you want these great stands of timber to grow again in the future, the best method I would think is to keep the areas virgin from man and vehicle, close the roads and trails and keep them that way until the day comes when they are needed again.

I believe the key point in our problem is, as I mentioned before, the communications factor. I would be more than willing to discuss this topic now or at another time if it would help to clear up the problem.

Some History of the Forest Industry in Northwestern Ontario by

G. J. Garner

Chief Forester

The Ontario-Minnesota Pulp and Paper Company Limited

The history of operations by The Ontario-Minnesota Pulp and Paper Company and its predecessor company goes back almost a century. The Keewatin Lumbering and Manufacturing Company was incorporated in 1879 and their first logging operations on Lake of the Woods began the same year. We have been harvesting wood in the Kenora and Rainy River Districts of Northwestern Ontario ever since. Surprisingly enough in 1879 when the Keewatin Lumbering and Manufacturing Company were building their sawmill in Kenora and logging at the same time, the number of employees seems to have been about 900. This, by the way, was prior to the railroad reaching Kenora, an event which took place in 1880 when the rail link between Winnipeg and the then Rat Portage was completed. In 1906 Keewatin Lumbering was acquired by the Backus-Brooks organization which corporation eventually became The Ontario-Minnesota Pulp and Paper Company Limited.

In the early days production of wood produce was lumber, lath and ties. Ties mainly for the building of the C.P.R. or maintenance of the line, in 1908, for example, production of

tamarack and jack pine ties reached 403,000. Even after the construction of the Fort Frances paper mill in 1914, lumber rather than paper was the main product. Only after the Kenora paper mill start up in 1924 did paper become the prime product of the company.

In 1927 the Fort Frances paper mill enlarged to 3 machines.

In 1957 the Kenora mill enlarged to 3 machines.

In 1971 the Fort Frances Kraft mill started up.

With the coming on stream of our Fort Frances Kraft mill, our annual wood needs for kraft pulp, paper, and lumber reached a total of 950,000 cords, of which 350,000 cords are spruce, 50,000 poplar and 550,000 pine. These volumes include any chips we may purchase from area sawmills. Our wood comes from five main sources:

- Ontario Purchases 285,000 cords from Crown Management Units or lands under private ownership and cut by independent contractors.
- 2. Manitoba Purchases 50,000 cords.
- 3. Minnesota Purchases 130,000 cords.
- 4. Sawmill residues 100,000 cords.
- 5. Company Licence 385,000 cords to 400,000 cords.

Needless to say to turn this wood into finished products requires a human resource, and the company's mill and woodlands operations require 2,225 people who receive upwards of \$39,000,000 in wages and salaries annually. This does not include monies paid to independent contractors for wood or any money paid out for services rendered to local businesses. These people are the permanent residents of their communities and direct contributors to the economy of Northwestern Ontario.

I think you will appreciate that money paid out to purchase wood from Minnesota does little good in Ontario or even Canada, Manitoba is part of Canada so that money at least stays in the country. Why then does O-M buy wood in Minnesota? The answer is simple--there is not enough wood in our supply areas to meet our needs. The day of going over the next hill to get more wood when our demand increases is gone. The harvest of the annual allowable cut of conifer for the province has been reached; there is no more in the bank. You engineers who are associated with the pulp and paper business take warning -- instead of expending your energies thinking about installing machines that go faster to produce more product had better show more interest in better utilization of the wood you are receiving and the development of methods to use hardwood species at present not being utilized. warning is nothing new, foresters have been telling mill

personnel this for at least 20 years, mainly to no avail.

The reason for the sudden depletion of available conifer harvest is two-fold; expansion of the industry in all areas, and the depletion of the land base needed to grow timber. For years O.M.N.R. has been saying that there was a land base for timber production of 105 million acres in Ontario. Industry is now being told that there is only 71 million acres available and for the next crop probably less than This land base depletion is the direct result of tying up land for single purpose use, such as parks, wilderness areas, right-of-ways, so called "idiot strips", i.e., reserves along roads and highways and excessive reserves along streams and lakes. Until this erosion results in industry's having to slow down or shut down facilities, I don't suppose the attitude of the public, the press, or the politician, all prone to listen to the vociferous cries of minority groups, will swing the pendulum the other way. Whether, as in the Black Forest of Germany, we will ever see campers enjoying the "wilderness" while camped 1,000 feet or less away from workers harvesting wood by the clearcut method is dependent, I believe, on the world needs of fibre and wood products, not on local or national needs. Perhaps too, power line engineers had better follow the lead of their fellows in Switzerland and erect towers that keep the wires above the

trees, allowing the land beneath to be used for growing wood. A real milestone will be attained when we reach that stage of multiple use.

Let us look at O-M's fifth source of supply—the company licence. What is a licence? It is just a right to cut wood on a tract of land for a period of time, generally 21 years, and incidentally, the right to build roads at a company's expense to extract the timber. Harvesting requires access. From 1879 until the late thirties access was mainly by water. Land accessible to Lake of the Woods was clearcut to the shore many times during this period for sawlogs and pulpwood. Nowadays access means roads—roads used by the public, indeed many roads initially built by forest industry and by other resource orientated industries are now public highways. It is largely through the efforts of these industries that the public now has access to large forested areas.

O-M's licence is 6,796 square miles in extent--but only 66% of this, 4,466 square miles, is productive land. We manage this area under the sustained yield principle--i.e., cut only the volume of conifer that grows annually on the area. The annual allowable cut is about 400,000 cords of conifer--less than half our needs.

In much of Northwestern Ontario today, the management of the

forest is in reality the controlled liquidation of an overmature forest. We are not managing this crop. It began
life over 100 years ago--we are managing the future forest,
that is, bridging the gap from the natural forest of today
to the readily accessible managed forest of the next rotation.
Accessibility is the key to good forest management and it
is the O-M position that we must have our licence roaded to
the extent that we can meet any emergency caused by man or
nature.

In the overmature forest, emergencies are the order of the day—harvest as quickly as requirements permit and regenerate the areas cutover just as quickly. Much of the development in Northwestern Ontario has been spurred by such emergencies. In 1941 and 1942, the O-M built a road north from Vermilion Bay twenty some miles to Cedar Lake and Camp Robinson to harvest a block of mature wood. Cutting continued in the area around Cedar Lake until the early 1950's when an emergency occurred—a Spruce Budworm outbreak south of Lac Seul.

"Quick, cut all the wood affected" was the call and salvage was the order of the day. Salvage the dead and dying balsam fir and white spruce while at the same time leave all the lowland black spruce sites unaffected by the budworm. This salvage went on for 6 years, and involved harvesting about half a million cords of wood.

In 1956 forest inventory showed we were losing excessive wood to natural decadence in the area north of Jones Station—another rush to build roads and the so-called Jones Road and all its tributaries came into being. Again heavy over—cutting to salvage wood dying by natural decadence even with harvesting continuing at a rate of better than a 100,000 cords a year—our forest inventory of 1964 told us we were losing more wood by natural decadence than we were harvesting. These are the emergencies of an overmature forest. They are to be expected and if accessibility is available, they can be handled without great fibre loss. This was illustrated on our licence in 1971 when tornado—force winds flattened large areas of mature timber along Highway #71. About 90% of this wood will have been salvaged by the end of 1977.

The other part of managing a forest is regenerating the areas harvested. Here we are faced with the problem of harvesting a crop which does not grow back to its same size in one year like wheat. People driving along roads at 40 to 50 miles an hour are very unlikely to see a spruce tree 5 years of age--it is probably only 6" high, and even a jack pine is likely to be no more than a foot high. Nevertheless, the Ministry of Natural Resources and forest industry hear about the desceration of the forest ad infinitum.

To illustrate the regeneration "problem", I am going to take

you on a little tour down the Red Lake road. Most of you have travelled this road many times, probably at more than 50 miles an hour. A few miles south of town in 1961, nature decided to do a little harvesting on its own. It looked for awhile as if she might even harvest the town of Red Lake. The natural agent called fire left a desolate waste with no standing living trees. In 1962 and 1963, this became a good blueberry patch and today as you drive south, note that it is regenerated as well as can be expected on such a rocky site. Further south along the highway, from about 7 miles north of Perrault Falls south to the Falls, is an area that was the site of a Spruce Budworm epidemic resulting in clearcutting along both sides of the highway during the period 1950-56. Do you see any desolate waste there? Note that no methods were used in this period to assist regeneration. As we move further south along the highway to the area from Cedar Lake to the game inspection station, we pass through an area that was also clearcut to the highway in the period 1941-1950. The south mile and a half of this section was hit by a fire a year or so after harvesting had been completed. Again no desolate waste--except in the vicinity of highway gravel pits. These cut-overs are now 20 to 35 years old and no one can complain about a lack of trees.

Let us now continue further south to a point about 15 miles south of the game inspection station and thence further south

for approximately 5 miles. In 1967 the then Department of Highways finally got around to relocating and rebuilding the twenty odd miles of O-M road they took over in the late forties. In the process of relocation, wood had to be cleared for the right-of-way. The then Department of Lands and Forests decided that the licence involved could clearcut everything to the road allowance provided that they used scarification to encourage natural regeneration. Scarification is a technique used to expose mineral soil and scatter cones so that seeds are released on a favourable seedbed -- it can be compared to cultivation in agriculture. In the spring of 1968, following harvesting, the company involved scarified both sides of the highway. I was particularly interested in this scarification because it was the first time I had seen the method used on a heavy clay site. It had proven to be very successful on sandy sites, but foresters had used it only to a small degree on clay soils. In the fall of 1968, I checked this area many times in different sections of the treated site. I found that in all cases the treatment had proven to be successful. The following spring I checked for winter kill--none had occurred. Imagine my surprise two weeks later to find a planting crew from the company and the Department of Lands and Forests planting the area with seedlings. On making inquiries I found that the foresters involved, against their strong recommendations, had been ordered to plant by the Minister himself. The reason? A minority group of individuals had hollered long and loud

that this cutting ruined the view along the highway and the public should not be exposed to such a thing as cutting trees. They probably wrote their objection on paper made from the trees they were saying should not be cut.

Today, starting the eighth growing season following cutting, no more than 20% of the planted stock is still living, the area has been taken over by natural regeneration resulting from scarification. As a tax payer, you should, as I did at the time, object strenuously to such waste--why should \$30,000 to \$40,000 be spent planting trees where trees were already growing in more than sufficient numbers? Seven years later the sign the Ministry put up advising that this was a regeneration project is almost obliterated from view by the natural regeneration growing in front of it. Take a look when you drive south on the road the next time. After next growing season you will not see the sign at all, and I do not hesitate to applaud the Ministry foresters' foresight in planting the sign where they knew it would be soon hidden from view.

This short tour just illustrates one of the problems facing the forest industry and foresters generally. We just do not grow trees fast enough. However, when I break a leg, I go to a doctor; when I want to build a major bridge, I go to an engineer; when you want to grow trees, leave it to the

forester. Believe it or not, and about 95% of the public do not, that is what we are trained to do and the forest industry depends on our ability to do just that.

Atikaki--A Proposal for a Viable Wilderness Area in the Manitoba-Ontario Border Region

by

M. Wermager

Coordinator
Atikaki Coalition

To someone on the outside looking in, a lone conservationist amid a gathering of professional engineers might appear like a worm trying to make it across the cement floor of a hen house. Well in spite of what may seem to be quite different philosophies, we also have much common ground. You have chosen to practice your profession in Northwestern Ontario because there is a certain quality of life here. A quality that is determined very much by the land and your association with it. Few foresters or miners working in the bush can resist the charm of wilderness, and not develop a feeling for its beauty, power and solitude. On this we are in full agreement.

It should be clear from the various interests represented here today that resource development is a concern of a great many people in Northwestern Ontario, Ontario and Canada. No longer can a powerful resource industry determine the destiny of the north alone. All interests must be involved in the decision. Oftentimes, because they are forced to react after a decision has already been made, conservationists come across

only as obstructionists, a label which is sometimes deserved.

However, I wish to make it clear that the Atikaki Coalition is not anti-development. Rather we have gone to great pains to put forward a positive proposal, identifying the value of Atikaki as wilderness before its fate has already been determined. Great care has been taken to fit the proposal in between resource potentials; and contested areas have been included only with reluctance. Because development over the whole region is in its formative stages, the opportunity exists here to make provision for all interests. Only relatively slight alteration of commitments and expansion plans are required. This can be accomplished through foresighted land use planning.

The Atikaki Coalition is a collection of private organizations and individuals. We represent an independent voice, not to be confused with any government or political creed. As a matter of record, we are dealing with three governments, each with a different party in power. The Atikaki Proposal has been endorsed by organizations representing 300,000 Canadians. These organizations include:

The Algonquin Wildlands League
The Canadian Nature Federation
The Canadian Wildlife Federation
The Federation of Ontario Naturalists
The Manitoba Naturalists Society

The Manitoba Wildlife Federation

The Manitoba Parks and Recreation Association

The National and Provincial Parks Association of Canada

The Sierra Club of Ontario

The Winnipeg Game & Fish Association

Atikaki Slide Presentation

Introduction

Wilderness - a virgin primitive land, where man does not dominate or modify, but is only an unobtrusive visitor, breathing deeply the mood of silence and solitude.

The Canada encountered by the first Europeans was entirely wilderness. The native peoples had lived in harmony with the land for centuries. Wilderness was a part of their religion, culture, art and livelihood. Similarly the voyageur and the explorer flowed with the stream of the wild new continent. From this encounter with wilderness came the cultural heroes of an emerging Canadian identity similar to those of the American western frontier.

To our great grandfathers, three generations ago, the Canadian wilderness was a new challenge after a tired Europe. Theirs was a constant battle to clear enough land to feed the family. Their tools were crude and numbers few, relatively powerless against the overwhelming wilderness which silently molded their proud spirit.

Our grandfathers, two generations ago, thought the Canadian wilderness inexhaustable, a rich storehouse for the taking. Fortunes were to be made; a nation to be built. But this thrust them deep into the now retreating wilderness, whose melodies lingered in their ears long after the forays into the bush.

However, to our generation the land lies prostrate before modern technology. No place is so remote or wild as to be immune. Twenty years ago there were extensive preserves to safeguard the Canadian wilderness and its wildlife. Over the years, reserve after reserve has been quietly removed, until today only a very small percentage remains. The pace of development has become phenominal. The Canadian boreal forest, once thought inexhaustable, is now nearly completely penetrated by resource extraction roads. North of the boreal forest there is only scrub and then the treeless barrens. But even here, massive hydro electric projects carve out large chunks of the north. And huge grids of seismic lines from oil exploration scar the far north.

What remains of the wilderness is being rapidly consumed.

But still the wilderness undercurrent of the Canadian spirit

emerges in the desire of many of us for cottages and campgrounds.

However, more and more people of all ages are rediscovering

the vanishing wilderness and its value to the human spirit

in an untouched natural state. With the blood of the mapmaker, the native guide and the voyageur coarsing through
their veins is it any wonder that they are drawn to the land?
Interior use in Ontario's Algonquin Park has doubled in the
last five years. By next year each of North America's major
wilderness canoe areas plans to have in use quota systems.
This means that you will have to book ahead for a chance to
visit them. Such stern measures are necessary because severe
overcrowding threatens to destroy even these safeguarded
wilderness areas.

And so through the years the once vast Canadian wilderness has been reduced to a few isolated areas where preservation is possible. Much of this accessible diminishing wilderness resource lies in eastern Manitoba and Northwestern Ontario. This is why there is pressure for wilderness preservation here, now. A pressure which can be expected to grow.

Features

East of Lake Winnipeg, in the rugged Canadian Shield of the Manitoba-Ontario border region, lies Atikaki. Located only 100 miles north of the Trans Canada Highway or within a half day's drive of Winnipeg, Kenora, or Dryden, this wilderness is relatively close. At the pace wilderness is shrinking one may soon have to travel to the Arctic, far out of reach for most of us. The next possible wilderness area in Manitoba

lies 250 miles <u>further</u> north and, in addition, has a known mineral potential far greater than Atikaki.

The word Atikaki is Saulteaux Ojibway for "country of the caribou", a fitting name for this natural living museum. Only mature and overmature forests provide the lichens necessary for the diminishing woodland caribou's survival. In Atikaki the woodland caribou thrives as a proud symbol of that which is wild and free. The first men to discover the beauty and mystery of Atikaki and leave their mark were the unknown creators of the Indian rock pictographs. This region could very possibly prove to be the location of the greatest concentration of pictographs on the continent. Red Lake has added historical interest for its several early trading posts and mining activity.

Atikaki offers excellent potential for wilderness recreation in its many forms. The lake country is well suited for travel by canoeists of every ability. The western rivers offer a challenge to the whitewater canoeist. Wilderness recreation also means hiking with the family or a pack trip down a seldom used trail. It means fishing in places not fished out because of access by car, or crossing fresh snow by ski or snowshoe. And even more, it is an experience in life, as self-reliance, tolerance and cooperation are learned. Once here, there is time for reflection, sorting out what is basic in life,

getting back to what is really important.

Atikaki is indeed a region of special significance as wilderness and its value to mankind extends far beyond simply the recreation of those who will travel the area.

Can a plan be devised which will answer the various interests and resource requirements, yet allow a portion of this wilderness to survive?

Yes, we believe it can; and this has given rise to the Atikaki Proposal. One of the primary reasons for studying this region for a possible wilderness area is the low mining and forestry potential here. No region in Manitoba has less potential for mining than the east side of Lake Winnipeg and these same barren granites continue far into Ontario. The large heart area of Atikaki has vertually no forestry potential. This is due to the thin soil, rock and swamp terrain, frequent fires and the 80-150 years required for forest regrowth. Over 75% of the Ontario portion has been either placed in a park reserve or declared unfit for forestry operations by the government and the two major paper companies involved.

Since overall resource potential is low, while recreation and wilderness potential are high, the Atikaki Proposal is

in the main a regional recreation plan. Regional zoning is used to separate both incompatible resource and recreational uses into those distinct areas best suited for each use. In Manitoba the areas of forestry interest cover the area towards Lake Winnipeq. Here the wilderness potential is confined to the rivers, leaving the area in between for forestry. It is also remarkable that in general the areas with mining potential seem to leave off where the better canoe country begins. Separate areas are also proposed for the various forms of recreation, because of their conflicting nature. Once again this is possible because the primary requirements of the various recreationists are not the same. The wilderness some people prefer is experienced in the comforts of the hotel room in the neighbouring community, whereas others wish to travel many miles by foot or canoe to put all civilization behind them. Thus in very general terms, the concept that has been applied is a wilderness core surrounded by concentric zones of progressively less primitive character.

The wilderness area lies in the center of the Atikaki Proposal. Even though this portion is meant to fit into a park system, the term "wilderness area" is used rather than "park". This is because "park", to some people, may mean intensive recreation and development, which is directly contrary to the nature of wilderness and wilderness recreation. This wilderness area is

comprised of the wilderness core zone and the wilderness recreation zone. It takes in the ranges of 6 of the caribou herds and a large concentration of Indian pictographs. The interconnected lake country of the complete Bloodvein River watershed is also included. The barren rock and park-like portion created by numerous fires is balanced by a sample of the eastern section with its larger lakes, high relief and mature northern coniferous forest. A control area for scientific studies is also included. The addition of four whitewater wild rivers compliments the general canoeing lake country.

Besides safeguarding a true wilderness, the Atikaki plan provides for man to experience that wilderness. However, great care has been taken to insure that even the non-mechanized wilderness recreationists will not abuse the land or its mood. For this reason only two major access points have been proposed. Red Lake and Obukowin Lake near Bissett. Little Grand Rapids would provide a fly-in access. Our studies reveal that these access points offer the best opportunities to achieve the sought after solitude by dispersing visitors quickly in all directions. With only these major access points, visitors from one access point would not be continuously intercepted and crowded by visitors from another. Landscape and human factors would naturally control penetration, thus guaranteeing wilderness core zones. Here use would be so

light that the heart of the wilderness would remain nearly completely unaltered.

Surrounding the wilderness area, a system of multiuse and buffer zones is proposed. These areas would prevent undesirable, indiscriminate access and buffer the wilderness from outside alternations. However, with a certain degree of care exercised, these areas would be open to full resource utilization and hunting. In addition, of course, mining and forestry would be permitted between the wild rivers and in nearly all the rest of the region. For the one economical mining claim cut off by the wilderness area, we recommend that it be utilized before that portion is included. Where alteration of present timber holdings is required we urge substitution of other areas of equal value. For lodge owners who are phased out, compensation must be awarded. This would permit them to set up elsewhere far beyond threatening roads.

The Atikaki plan would also provide numerous opportunities for the general recreationist. Beaches, campgrounds and remote cottages are recommended at the best locations. Of course, over the whole of the region outside the wilderness area, snowmobiling, hunting and other less localized general recreation would occur. Thus there is something for all interests in the Atikaki plan.

Regarding the residents and native people, Atikaki makes several proposals to assure that development be to their advantage. The connecting wild river corridors and access points would funnel the economic benefits of the wilderness area into the communities. Yet the wilderness area itself is located a good distance from the communities to allow other economic opportunities to be developed also where potential exists. In addition, trapping and wild rice harvesting would continue. Traditional hunting areas would also be respected. The Atikaki Proposal strongly urges that residents be given first priority and training for the jobs and outfitting enterprises created by the plan. It is also recommended that commercial development be located within existing communities so that approval by the community council will be required.

The Atikaki Proposal does not specify national or provincial park status for the various components of the plan. Governments and politicians will make this decision regardless. However, a national park would provide greater protection for the wilderness along with funds for the East Side Road and administration. Thus a national park may be the best option for most of the Manitoba portion of the wilderness area. The remaining southern corner is now included in a provincial park first announced last November. Ontario has very qualified expertise and a wilderness system with which to safeguard

Atikaki. However, here also, because of the national significance and inter-provincial nature of the area, a national park may be advisable.

And so we have the Atikaki plan which at little cost to resource industries, would allow a portion of the wilderness to survive.

What are the dangers, if foresighted action is not taken now?

It is wilderness now, some say, so what is all the fuss about? Without the adoption of the Atikaki Proposal, this wilderness will follow the pattern by which so many others have succumed. Logging, mining and private cottages will chip away until the wilderness is no more.

In Ontario within three years, the entire eastern portion and access system will be eroded away by planned logging and mining roads. Six of the nine commercial lodges in Ontario will have roads to their lakes. Another lies only five miles from a road although an extension is not yet on the drawing boards. These roads would spell doom without compensation to the fly-in lodges which require remoteness for appeal. But more than this, forestry operations today mean clearcut logging with fire control. This results in a wasteland for wildlife, destruction of native vegetation and disruption

of the natural balance. Without strict control of public access and a guaranteed temporary life span, the mining road to one and a half years of ore could permanently destroy the wilderness potential. This would mean the annual loss to Red Lake of over a million dollars in wilderness tourism revenue, a resource renewable year after year. Even though a park reserve exists for part of Atikaki, no Ontario action has been taken to safeguard the remainder from the immediate threats to its existence. At the very least, a moratorium should be declared until the issue is decided.

No one is disputing the value and importance to all of us of the resource extraction industries. However, to as great an extent as is possible, land use must serve all man's needs: physical, emotional, spiritual and recreational. As a city expands, factory and housing sites bring more money; but no one would think of parcelling out all lots, without reserving part of the new land for recreational and natural areas. No one would wish to live in a city without parks and green spaces. In the same way, the quality of life of the north is threatened, without adequate zoning areas for the spectrum of man's various needs. In the United States, governments discovered the value of natural areas only after most of them were allocated or lost. Are we prepared for the intense political and economic costs they are now experiencing in a

belated attempt to regain a few of these areas. For our society to base all its use of land on simply short-term economic considerations makes no more sense than to squander all one's time, money and energy earning a living. Eventually this causes serious malnutrition in the neglected areas of the total person. A sane approach is needed, one that acknowledges wilderness as legitimate land use, not the most important, but neither to be ignored.

On the other hand, does it make sense for parks, wilderness, and the people of Canada to be left with only the crumbs from the table? The Reed proposal to grant virtually the last economically usable forests in Ontario to a multi-national company is on the Minister's desk at this moment. Once resource rights are allotted by government, industry comes to depend on these resources and spends money managing them. By identifying the overriding wilderness value of Atikaki now at the outset and proposing a viable plan, we hope future confrontation and difficulties can be avoided. An alteration of only roughly 400 square miles or 1.5% of the total Reed expansion area would free enough area to satisfy all the forestry conflicts with Atikaki. Is this too much to ask?

Wilderness is an integral part of the Canadian heritage and quality of life. We and we alone have the responsibility to decide whether wilderness will survive, for future Canadians to experience, study and enjoy.

Northern Development and Growth in the Modern Context

by

T. S. Jones

Vice-President

Reed Paper Limited

It is a pleasure to be here at one of your meetings after an absence of 20 years or so. After I moved to Dryden in 1955, I think I had some influence with our company's engineers at that time, and I encouraged their interest in this Association. I am pleased to see that their interest has continued over the years and that this Association is serving a useful purpose for professional engineers of all disciplines in this very important region.

In speaking of this region, I have just finished a book entitled "Yesterday the River--A History of Ear Falls" by Rae Kiebusinski. This book is an important contribution to the history of Ear Falls and is well worth reading--I thoroughly recommend it to you.

I believe that, in asking me to be a member of the panel, the organizers were thinking of both my company and of my personal experience as one who has lived in the North most of his life and who has taken an active interest in people and progress in the region.

I have been fortunate to have lived in Toronto for the last few years and to experience "big city" life. So I can legitimately make some comparisons of life styles and standards. I have one or more years before retirement, but after that I will be back to this area. So, I really do have an interest in what this panel is discussing. One problem which I am sure I share with my fellow panel-members is the short time available. Thus, one can only touch on a few points.

We are here to discuss development, so let me plunge right in.

There are many definitions of "to develop". But the ones that seem most relevant to today's discussions are "to make more available or usable", and "to form or expand by a process of growth". And, of course, this is what we mean when we speak of developing a region—making more use of the human and natural resources, and assisting the process of growth.

For a while, it appeared that the fashionable phrase was "no growth". But it now looks like even the Club of Rome has changed its tune, and says that we do need reasonable, sensible growth—and thus development. And no wonder. We have an evergrowing population, and we still have a major job to do of raising living standards. If we had no growth, the existing wealth would have to be carved up into smaller pieces. But

through development, we can provide the goods and services needed by our increased population, and can provide worth-while, rewarding employment. I suggest that development is not only a necessary goal, but one that has a real social value and purpose. And when this real need for development is combined with a concern for the effects on society and resources, then I think we are getting close to what I called "reasonable, sensible growth".

Now let's look closer to home. The Government of Ontario policy states:

"It is in the best interests of all of the Province to stimulate the growth and development of Northern Ontario. The people who live there should be entitled as far as possible to the same opportunities and standards of living as are found elsewhere in the Province."

What that means, to my mind, is the Government of Ontario recognizes that development is not a dirty word—that, in fact, the northern part of this Province needs to have its resources, both human and natural, developed to their best use and for all the people of the Province. And I think it is implicit in that policy that development can be done with true consideration for all factors—not just economic, but also social, cultural, and environmental. In that light, I was interested in a couple of sentences in your letter of invitation to me.

One said that "it has become increasingly obvious over the past few years that the population of Northern Ontario is no longer willing to readily embrace the concept of unrestricted major natural resource development in Northern Ontario". I think I know what the writer meant, and I sympathize with his intent. But I am not so sure that the sentence is as true as it looks at first glance. From my personal experience, I know that we in Northwestern Ontario have never welcomed unrestricted development -- in fact, I know it would never be allowed. Everyone with business experience knows there are now a large number of restrictions that are put on natural resource degelopment in the interests of shaping that development to the best use, and providing maximum protection for the residents and for the resources themselves. Of course, we can debate over the exact type of restrictions, and how effective they are. But let us recognize that today "unrestricted" development just does not exist. And let us also recognize that a major restriction is the force of the marketplace -- what people will buy and at what price.

Also, I was struck by the sentence which said "Our organization recognizes that the excesses and abuses accompanying major resource developments over the past can no longer be tolerated". Again, I sympathize with the sentiment that no one wants "excesses and abuses" in any type of human activity. However, let us recognize that what seemed like "abuses" in the past

were in part caused by a lack of knowledge. Today, we have the advantage of years of experience, and of huge sums spent on new technology, better equipment and better processes. With our new knowledge--which I should point out is improving all the time--and our new awareness, those who develop natural resources or who develop in other ways can now prevent what once appeared to be "abuses". In the case of environmental protection, for instance, I believe it is well recognized that modern manufacturing plants can control pollution effectively. We do face, however, the problem of adjusting old existing plants to modern standards. It can be done, in many cases, but the cost often is enormous. As time goes on, we are learning how to better judge these costs against the benefits.

In any case, I am sure that in the discussion later we are going to hear more about "excesses and abuses". My point is that we must judge these cases in the historical time frame in which they occurred. In today's world, I think it is only fair that our standards are stricter—because our knowledge is so much greater. But we should be clear that no one—in the private or public sectors—wants abuses of any sort. And today, we are much better able to prevent them.

I do think that we need more work in the area of planning,

however, as a nation and as a region of this country. What we have seen since 1969 is a succession of planners and a succession of reports written about this part of the country for governments and government departments with little or no coordination of effort.

Planners frequently overlook the short-term economic situations that develop--sometimes quickly and without warning. An example is today's Anti-Inflation Board's wage and price controls. And planners also frequently overlook the fact that our resource-based industries sell in the markets of the world. Costs do increase, but that does not mean that the exporting industry can raise the selling price accordingly. So we have to be realistic, and realize that development will not always happen as quickly as some people would like.

The latest report which I have seen on Northwestern Ontario development is by the Federal government, entitled "Climate for Development--Ontario Region". This is one of a series of supplementary working papers prepared for submission to the Standing Committee on Regional Development by the Minister of Regional Economic Expansion.

In this report it is estimated that the population of South and Central Ontario will increase by 60% between 1974 and the year 2001. But the population of Northwestern Ontario, which

has had almost no population growth between 1971 and 1973, is predicted to have only a 3% increase over the entire 1974 to 2001 period. This report also mentions the fact that large municipal deficits are creating problems for Northern communities, and refers to the towns of Ignace and Sioux Lookout entering into a financial supervision and management agreement with the Ontario government. With this outlook, maybe any development that occurs might mean just "holding our own", instead of really improving the situation. On the other hand, not to develop may mean slipping backwards.

I maintain that some of the municipal problems are created because planners insist on having the same standards for communities in Northern Ontario as they do in the heavily populated and heavily industrialized Southern Ontario. They do not seem to be aware that there are different problems created by distance, communications, and the natural resource base of our industries. And they do not take into account the wealth which the area creates for our National and Provincial economies, so they sometimes tend to denigrate the real importance of natural resource development.

I do have a great respect for our elected municipal officials in this area, and I think their suggested solutions to municipal problems should be given more attention. I will refer to this

again in a few moments.

The other report that I briefly want to mention is the Ontario Economic Council's "Issues and Alternatives 1976". In this report is a section on forest industry policy. This covers some of the problems:

- marked reliance on foreign markets;
- cyclical movements of employment and income;
- substantial export expansion capacity;
- severe manpower shortages and high turnover rates from time to time;
- industrial waste, particularly in the pulp and paper sector;
- high energy requirements;
- and the contentious question of obtaining a "fair return" from our resources for the people of Ontario.

One could talk on any one of these points for a long time, but I will give you my personal outlook of the development of the forest industry in Northwestern Ontario. I am pleased to do this because I think there is great potential and sufficient timber that, barring catastrophic fires, insect outbreaks or tornadoes, the industry will keep operating at present or slightly higher levels in perpetuity. Expansion of present mills is possible where they are not utilizing their full annual forest growth. There are two new mills

starting up this year at the site of their present mills--Kimberly Clark and Great Lakes Paper--and one other at the planning stage.

I understand that the Ministry of Natural Resources has indicated that by the year 2010 we will have 50% more fibre than we had in the 1970's. If this is so, we will see more expansion. Better forestry practices, better forestry management, and better utilization of species should improve the yield. And I think we are all coming to recognize the forests are particularly important to Canada's economic well-being because they are a true renewable resource—unlike petroleum or minerals, for instance.

A great concern, though, is the reduction of the productive forest land base available for logging in the Province. The forest industry has encouraged broad public use of the forests—and generally company—built roads are "open" to the public. It has strongly promoted the principle of multiple—use, with the belief that there is room for all legitimate uses of the forests.

However, the establishment of single-purpose parks and wilderness areas diminish to a serious extent the area available for multiple use. There has to be a balanced approach. In the

establishment of any single-purpose areas, there is a tradeoff--benefits to a few vs. loss to the economy of the Province.

If you look at a map of Northern Ontario, you will note that most of the available productive forest lands south of the 51st parallel have been allocated by licence to many forest operating companies. I am rather proud that it is my company, Reed Paper Ltd., which has looked North of the 51st parallel. Very little surveying has been carried out. And forest fires have occurred over the years and until very recently have been allowed to run wild. But as a result of an initial look at the area, it appears that there are sufficient resources for a new integrated pulp and sawmill complex somewhere in this particular area. It was back in the spring of 1974 that Premier Davis announced in the Ontario Legislature that Reed would be undertaking a study of such a project. Mr. R. W. Billingsley, our President, has announced an environmental impact study and stated that when it was available, a public meeting would be held in that area so there could be discussion on this proposed project. Our total feasibility study not only includes the environmental impact study, but also marketing studies, financial studies, and some prefeasibility engineering covering details of the conceptual project.

A very rough cost estimate for a pulpmill and sawmill complex

in this region is approximately \$400 million, and there is no doubt that a project of this size would require Reed to seek a partner for this venture. So at this time our proposed project is still in the conceptual state, and we expect to make public the Environmental Assessment and Site Recommendation study in the near future. However, it is not expected that the overall feasibility study will be completed until late 1976 or early 1977, at which time the Board of Directors will examine the results before deciding to proceed or not. This means that there is plenty of time for the public to assess the Report and to have discussions relative to the project. Certainly, Reed considers that such an integrated forest products complex, if proven feasible, would yield substantial economic benefits to the residents of Northwestern Ontario, Ontario generally, and to Canada. It also believes that these benefits could be attained with relatively minor impact on the environment.

Another 1,200 permanent jobs and total population of about 5,000 people will give great stability to this area which, up to now, has been a mining area. Such a population of 8-10,000 will mean improved medical, legal, and other professional services will be stationed here. I cannot see, unless many more mines are developed, greater growth in the next 25 years so we are really talking about another town the size of Kenora or Dryden for this area—and I think that is progress.

Before closing, I want to refer back to our municipal officials in this area. Everyone realizes that before any industrial development takes place, we must have housing and other facilities and amenities that fit in the Canadian standard of living today, in order to retain the people who would work in a permanent industry in this area. I know that our municipal governments have done much planning for the expansion of their towns and facilities. And I was happy to see that both the Federal and Provincial governments realize that assistance must be given in this respect and that substantial grants were made last year to Dryden, Ear Falls, and Red Lake for sewage and other municipal improvements. However, the municipal projects approved are needed anyway. If the Reed project is a "go", then the municipalities concerned must play their part. I know they are willing to do this. I also know that the government is in a restraint period, and I approve of this, but I also believe that if we are to obtain the objectives for this area we must not cut off expenditures which are going to provide jobs for people -- and additional revenue for governments. Let us remember that money is best spent on investments in productive capacity, because that spending continues to generate benefits.

Also, because of the size of this project, it will be necessary to have incentives, as approved by legislation, apply to the project. I am sure that you have just read about incentives which are going to apply to such a project in the Province of Ouebec.

I also want to mention employment—the most important part of development because it involves the human resource. Reed is very aware that there are people in the North, not only on the proposed limits but also North of the proposed limits, who could benefit from participating in the production of wood fibre and products by working in a sawmill or pulpmill as they wish. There are several ways to accomplish such employment, and Reed has an open mind on this matter. It is going to have in-depth discussions with all concerned to make sure that the right thing is done for the people in this area—and that the people will be part of the planning.

Thus, to sum up. The forest industry will grow and its products will be sold on the markets of the world--which will yield substantial economic benefits to the residents of Northwestern Ontario, to the Province of Ontario generally, and to Canada. The Globe & Mail "morning smile" a couple of days ago had the following:

"Youth is a series of blunders, manhood a series of struggles. Old age is a series of regrets that you are unable to go through the first two phases again". While I do not admit to old age yet, in many ways I wish I was the same age as many of you in this room today because

there are great opportunities in this part of the country. So, I am optimistic!

Natural Resource Development in Northern Ontario-A Treaty No. 9 Viewpoint

by

F. Plain

First of all, I want to bring greetings to this gathering from our president, Andrew Rickard, who was invited to be here. However, he could not realize his commitment and he asked me to come in his place, and I feel a little nervous in the midst of all of these highly skilled and professional people to whom I have been listening. I feel somewhat like Reggie Leach will feel out at the Forum tonight against the Montreal Canadiens. However, I will try to explain to the people here at this meeting and also to the professional engineers and the public at large, some of the concerns of the native people that have been expressed to the Grand Council Treaty No. 9 organization. This organization is the vehicle set up to convey to proper government authorities and interests, the witness and expressed desires of the native people of that portion of northern Ontario known historically as the Treaty No. 9 area which covers practically all of northern Ontario.

Our people, to begin with, have no wish to stand in the way of progress and development, but we must take a look at the

results of what has happened to us over the years, and how we fit into Canadian society today under the terms of institution-alized programs and under the heavy hand of welfarism. How can we possibly convey to the people that we had an economy before the Europeans came, that we had a system of conservation, that our people had an elected leadership that governed their way of living from the tribal standpoint to the overall Regional organization.

Our people have been stereotyped as unable to compete, unable to fit into today's modern society because of the tragic conditions that they find themselves in when they come into the urban society. How can we convey to the people that prior to the influx of the fur traders and the establishment of the reserve system designed solely for administrative purposes, that the native people were a proud, independent, and self-sufficient people. How can we convey to the people today that we possibly could contribute much to the development of this country, not only in the social-economic field, but in the spiritual life of this country as well.

This is what we are trying to do. We want to convey what our thinking was then; we want to convey what our thinking is now--not merely agitators, not merely professional disturbers, not cry-babies looking for greater handouts from government sources, but that our people are coming forth in this day and age with thinking that can, if it is allowed, be incorporated

into the development of areas. It has taken a long time even in my own particular area where I was born and raised, where the first oil wells of America were discovered. My reserve is smack in the center of what is known as the chemical valley of Canada. Many times I have gone back over the supposed negotiations made between the government of Canada and the large multi-national corporations that wanted to establish in this oil rich territory and I have looked with dismay and disgust at the manner in which our lands were wrested from us, and the fact that speculators in 1969 were taken to task by an Ontario Royal Commission for receiving monies from the Ontario government for land on the Sarnia Indian Reserve for which the Ontario government paid the speculators seven times more than had been paid by the speculators to the Indian people for the same land.

The Premier of Ontario commissioned an enquiry. Sad to relate, the enquiry said that it was a fair price that was paid to the speculators for the land, and yet the Indian people, right up until 1965, on the Sarnia Reserve, smack in the center of economic development, had pitiful housing conditions on their reserve. They had roads that could not even be called roads running through and connecting with the one connecting link, an Ontario government highway through the reserve that connected to points on the St. Clair River to the south of the city.

Why do I bring these things up? I want to read to you part of a statement I prepared to the Ontario government as an opinion concerning a letter that was sent by the Honourable Leo Bernier to Chief Andrew Rickard of Grand Council Treaty No. 9 when Mr. Rickard sent in a brief to the Ontario government asking that a moratorium on resource development be established in northern Ontario until the Indian people had time, within themselves, to conduct economic feasibility surveys of their own communities. Unfortunately, I do not have the letter from Mr. Bernier here, but this is the opinion as I read his letter.

"The Honourable Leo Bernier, Minister of Natural Resources, comments that the more remote areas of northern Ontario are less endowed with natural resources than other areas of northern Canada. Is this a statement of fact proven by extensive comprehensive geological surveys to determine potential, or is this based on the inherent characteristics of small, isolated communities that rest on untapped resources? It should be remembered that these significantly poor isolated communities exist because of the changes wrought by the influx of the fur trade into the north, compounded by the treaty and the corresponding Indian Act that has herded our people into small reserve areas, into easily manipulated bands specifically for the terms

or the purposes of administration. It is well known that economic development does not lend itself to easy solution. We marvel at the white man's technology. To assess all over the world that he has made even better places to blossom through irrigation. Vast areas of wilderness have become heavily populated and have become affluent in the world's eyes since the discovery of mineral deposits. In Soviet Russia, technology has dealt successfully with the large permafrost areas to make successful development possible."

"It is with these thoughts in mind that we submit that a clearly definitive profile of northern Ontario Indian land has not been made known to our people in terms of their economic future. Many times in the past it has been to the immediate misfortune of the native people to be caught between the opposing view of the Federal and Provincial governments on the constitutional issues.

Who is constitutionally responsible for the Indian people of this province? We are seeing a successful breakthrough in this regard and more opportunities are being opened up for our people in various provincial programs."

"The one issue that is most vital is being passed around like a hot potato. This, of course, is the far-reaching Strategic Land Use Plan, a vital prelude to the economic

development of the remote northern regions of Ontario.

No people on the face of the earth can continue to exist on handout programs, particularly as second-class citizenry. Our people are reacting to welfarism and are now asking for full coordination of northern Ontario development between the two levels of government."

Mr. Bernier has said that the resources of the land belong to all the people of Ontario, and the resources of northern Ontario belong to all the people. My contention in my reply to him on this opinion was that our people in northern Ontario in the isolated Indian reserves do not share in the wealth of this province. People here in towns north of the CNR line do not share in the wealth of this province. We see the spending of millions of dollars of provincial tax revenue upon huge development projects in Metro Toronto, millions of dollars spent in the purchase of lands in the Niagara excarpment area, millions of dollars spent on Ontario Place to make it a beautiful showplace that would show off this province; the dollars that are spent on the proposed Minaki area as a tourist attraction for presumably the tourist from out-ofprovince or out-of-country and now shelved. We see the millions of dollars that are spent upon such items as the Spadina Expressway, and we wonder to ourselves how can they honestly tell us that they are proposing or are ready to grant licence to exploitation of this area because they want

the Indian people to share in the wealth when our people are paying exorbitantly high prices for the very necessary staples of life.

Our people are paying three and a half times as much for a gallon of fuel for diesel-powered motors as they pay in southern Ontario. Our people are paying more for transportation costs that will take them from one reserve to another for meetings among themselves, and more to go from Big Trout Lake to Sioux Lookout than it costs them to go from Sioux Lookout to Toronto, which is about four times farther. And yet they tell us that they want our people to share in the wealth of this province. It is not happening. It has not happened before when development took place. We will have a look at the results of when the ore deposits were depleted in the Patricia region. What happened? Whatever became of the Osnaburgh reserve when it was right smack in the center of development? It remains to this very day desperately poor while there are speculators and people who have become rich on their own speculations in the area. The Department of Indian Affairs bought homes which were deserted after the gold mines closed down in Central Patricia and in Pickle Crow. The residents had no opportunity to keep up those homes, they had no place to go to find a source of income that would enable them to continue to live as human beings in that community and they

became a public and a welfare state, unable to look after the homes. And the blame rests squarely upon society and the finger is pointed as society--you let this place go.

What Grand Council Treaty No. 9 is saying is now we demand to know whether economic development and resource development is warranted in northern Ontario. So what does the Ontario government tell us? O.K., there are studies being made. There is one study out now that we are begging to have a look at, but we are told by the Ontario government that it is not our study, it belongs to a private corporation and they have a right to hold it back if they want to. We want to know what the environmental impacts from these studies are. What are they saying about them? When we cannot get hold of these things, when we cannot get down to talk reasonably with the people who are the heads of these corporations, when we cannot sit down with the powers that be and talk things over with them so that we can show that we mean to fit ourselves in and work ourselves in so that there is an income on the reserve that is far different from what it is now. The income on every reserve in northern Ontario is subsidized either through government grants or institutionalized programs. We feel that our people today have the ability, have the capability--it is within them -- to have a social economy, to have an economic development system, and all we are asking for is that we sit down and we do these studies, and we are doing them.

Grand Council Treaty No. 9 right now is pursuing a land use survey of the Osnaburgh area that will move over to the Pikangikum area, over to the Poplar Hill area, over to the Sandy Lake area, the Cat Lake area, and they will talk with the people and ask them for their ideas about development. And we are not going to be satisfied by a placement officer, hired by Indian Affairs, who is going to tell us that if we will just sit back and quietly let the government give licence to exploiters to come in and rape the land, that we might be able to get jobs. We want to make our own assessment. We are asking for time from the Ontario government—time to undertake collection and review of data on the resource base so we can then comment as to whether economic and resource development is warranted and if it should take place.

However, if our studies prove conclusively that the Indian life style is threatened, that the mating and nexting habits of the game that the Indian has pursued for centuries is threatened, if the waters that are so clear at the moment in the northern regions are threatened by pollution, if the air is threatened by the kind of pollution that hangs over Toronto, if these things can be proven to be detrimental to our people, then we are going to submit that economic development and resource development is unwarranted and the land should remain as it is. If our studies—and we want to be very fair—prove that any kind of development can take

place with coordinated effort of all the people—and again
I have to take the Ontario government to task, using their
own statement from their policy proposals, "Plans are for
people"—then the implementation of this development will be
determined by the projected benefits that will accrue to the
people of the district and region. We believe that it can be
shown that development can be worked out with a coordinated
plan, with the native people working hand in hand with the
consultants.

We must then ask that our people shall become involved and they shall be linked to the new development through the primary industry that is concerned. We would submit that our people should be given the opportunities of learning the intricacies of modern development, not through a 6-week crash course, but by a well coordinated Canada Manpower schooling that would provide them with the opportunity, not to take menial jobs in new development, but to take jobs that would enable them to progress from point A to point B and so on right down the line. We are not asking for much. We are asking that we become involved, and become involved we will.

Environmental Assessment in Ontario--Then and Now by

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Introduction

Last July, the Ontario Legislature gave third and final reading to the Environmental Assessment Act, 1975. This Act has also received Royal Assent, but will not come into force until it is proclaimed. Our implementation planning is geared to meet the target of proclamation early in 1976.

How Environmental Assessment Evolved in Ontario

If you look at the history of most environmental protection organizations, you will almost invariably find that the initial focus of the organization has been on the abatement of existing pollution. But abatement is essentially an "After-the-fact" strategy prompted by an increased awareness of ecological relationships, and a growing recognition that contaminants and effluents, which were once acceptable, can no longer be tolerated.

While abatement programs can play an important role in improving environmental conditions, it is apparent that an after-the-fact approach is not the best way to achieve and maintain

desirable environmental quality, for example, while it may be possible to lower the air or water pollution concentrations associated with a given plant, it is very difficult to do anything if the factory was located in an environmentally unacceptable site in the first place.

Situations such as this have convinced those associated with abatement programs in many jurisdictions that it is considerably more effective and more economical to incorporate environmental objectives at the conceptual stage of a project than to provide abatement equipment after the site and design have been finalized, as a result, as they have gained experience and achieved some results in abatement, Environmental Protection Agencies such as Ministry of the Environment have tended to shift their emphasis from abatement to prevention. The preventive approach attempts to identify and resolve potential environmental problems as they emerge and before actual environmental damage occurs.

The shift to the preventive strategy over the years is reflected in the various environmental approvals now required before a facility can commence operation. Considerable progress has been made, particularly in the industrial field, in ensuring that air and water pollution control equipment is incorporated in the design of new facilities.

Nevertheless, the environmental approvals procedures which have existed up to now have been relatively narrow in scope. They have tended to deal mainly with the control of the emission of contaminants to the air, land or water. Because of this narrow focus, cumulative, secondary and off-site environmental effects have frequently not been identified in the approvals process. Moreover, many major undertakings have proceeded without adequate attention to the effects on the Human and Social Environment. Thus, while the existing environmental approvals will continue to play an important role in environmental protection, we have gradually come to the recognition that there is a need to expand the scope of the preventive strategy.

While this kind of evolution in the approach to environmental management was taking place within government, the social context was also changing. It was the early 1970's. The environmental wave was just beginning to crest. Concern with the quality of life was growing. The concept of spaceship earth—the idea that man and the environment are inextricably linked—was taking hold.

But at the same time, massive new projects such as nuclear power plants, freeways, hydro-electric diversions, new towns and international airports were arousing the concern of the public about the adequacy of existing environmental protection procedures. In too many cases, it seemed the public would become aware of such major projects at a stage where options were closed and head-on confrontation the only possibility.

At about the same time, then, both those within the government and concerned members of the public were searching for procedures which would, at an early stage in project planning, give an overview of the entire complex of environmental effects which might result from a project, and at the same time permit the trade-offs that of necessity must take place in our pragmatic society to be identified and dealt with openly.

In Ontario, the development of policy proposals for environmental assessment procedures began in 1972. These proposals
first surfaced in public in the throne speech of March, 1973.
The government promised to bring forward legislation to
establish a comprehensive system for the assessment and
evaluation of the environmental significance of major public
and private projects.

I think it is fair to say that, at this stage, the significant policy implications of the environmental assessment proposals were not widely understood, either within government or outside. However, the significance of the proposals soon became apparent. The government decided that before proceeding with this policy

initiative, it should seek out the views of the public on the desirability and the method of structuring an Environmental Assessment Program.

In September, 1973, The Green Paper of Environmental Assessment was published. It presented the case for environmental assessment and advanced a number of optional assessment systems for discussion. More than five thousand copies were distributed and Ministry staff attended a number of meetings called to discuss the proposals.

The response to the Green Paper was carefully analysed. The desirability of an Environmental Assessment Program received wide support. Of the four system options presented, two received most of the support. In one of these, decisions on project approval were to be made by an Independent Environmental Assessment Board. Most people in favour of this system suggested that there should be an appeal to Cabinet or to the Legislature. The other favoured system placed the decision-making in the hands of the Minister of the Environment and the Cabinet. Hearings would be held by an Environmental Review Board at the discretion of the Minister of the Environment and the Board would recommend to the Minister.

Following the analysis of the Green Paper response in the fall of 1973, and the spring of 1974, a decision was made to

prepare draft legislation similar in principle to the latter Option 2 just described. At this stage, however, there was a cabinet shuffle and we had a new Minister of the Environment, to review the program with, and give time to become familiar with its development.

Finally, after almost two years of effort and much public discussion, on March 24, 1975, Bill 14 entitled "The Environmental Assessment Act, 1975" was given first reading in the Ontario Legislature. The Bill remained on the order paper for a little over three months and during this period was subjected to intensive examination by environmentally concerned citizens, organizations and private industry. The Minister received further submissions and recommendations from many sources regarding suggested amendments.

When the Bill was called for second reading on July 2, the Minister announced that he had considered these submissions and would be introducing a number of amendments to the Bill during the Committee stage of review. These amendments strengthened the provisions for public notice and access to documents, provided wider opportunities for the public to require hearings and changed the Environmental Assessment Board from a recommending to a decision-making body. Interested individuals and organizations were invited to make submissions

to the Standing Committee considering the Bill, a number of additional amendments were made in committee. In all, I believe, 38 amendments were made to the Bill from the time it was introduced until it received third reading.

Perhaps, as a result of the substantial opportunity for public involvement during the development of the Legislation, and Minister's willingness to amend the originally proposed Bill, the Legislation was finally enacted with General
Support from all Parties in the Legislature.

I would now like to highlight a number of points in relation to the Environmental process itself. Firstly, that Environmental Assessment is in a large measure a planning technique which, hopefully, will lead to better decision-making. This technique extends from the problem identification stage of project planning, that is, from the initial stage where no specific solutions have been identified, through to the post-construction period. Post-Construction Monitoring of projects must be part of the process in order that modifications to projects can be made by comparing and contrasting the impacts predicted in the Environmental Assessment to what actually occurred.

In the last two years, the Ministry of the Environment has, along with other government agencies, such as Hydro, and a

limited number of firms in the private sector, incorporated some of the principles of Environmental Assessment into selected pre-planning processes. In the northwestern region, Kimberly Clark and Reed Ltd. are two examples of firms undertaking the assessment process voluntarily. The Lake St. Joseph iron ore development is another example where the process has been applied. This has been a difficult exercise as many projects, both within government and outside, are "in the pipe". Limiting decisions were made years ago, and the evaluation of alternative solutions is constrained by deadlines established by external sources. On these projects, I can say that a frank "Laying the cards on the table" approach has been attempted. The time constraints were explained to those interested groups which became involved in these projects and by and large were accepted. Hopefully, as techniques and methodologies evolve, we shall collectively be doing our part in developing a better decision-making procedure to both project the natural environment and make Ontario a good place to do business in.

In short, the goal of the ideal statement can become hidden within a complex maze beyond the ready comprehension of trained scientists, let alone the decision-makers, who are under continual pressure to decide for the here and now.

A pragmatic statement may be identical to the ideal statement,

differing, however, in the following ways:

- (A) It is less concerned with major alternatives and more concerned with how to minimize environmental impact by incorporating environmental considerations into the early stages of project planning.
- (B) Prediction of impact is treated more simply and subjectively, recognizing the major uncertainties involved using the sophisticated methodologies and techniques called for in the ideal statement.
- (C) In many cases, the pragmatic statement deals only with some of the environmental components, in isolation from the rest. Sometimes socio-economic factors are dealt with separately, or not all all, and sometimes biological factors are considered in isolation from physical factors.

The strength of the pragmatic statement is that it addresses itself to setting out those lower levels of actions that clearly can be controlled—those things that are politically and economically possible rather than just desirable. In other words, it recognizes clearly that pragmatic nature of decision—making which has characterized our society for 100 years or more.

Even the pragmatic process involves trade-offs or compromises

because all courses of action will cause change to some part of the environment and the importance of such changes will vary with viewpoint. For example, a change in a location of a plant in order to avoid an important wildlife bird habitat. If those are the only two choices available, then the decision may depend upon whether or not the decision-maker likes moose or birds.

The gap that exists between the ideal statement and the traditional pragmatic statement can be diminished. There are people in government and industry who worry about the effects of their plans on society. However, in the absence of such a comprehensive law such as the Environmental Assessment Act, they might not always be able to afford and openly display this attitude, but in its presence, they will be happy to cooperate fully to meet its intent.

There are people within government regulatory agencies, believe it or not, not interested in being officious, but in being fair and firm. These individuals are aware of many of the traditional constraints that exist with regard to the planning process, and also all the constraints of the environmental protection process they helped set up and administer, and they will try to match them. These individuals will continue to cajole proponents of projects

into releasing to them and eventually to the public more information than they would like to release on specific projects and probably less than the government or the public wants. These individuals will attempt to match the timing of the two schedules so that neither the project developers nor the government is forced into making poor decisions that can impact society in a major way over a long period of time.

As I indicated earlier in this talk, environmental assessment procedures must become part of the total decision-making process extending even to the post-construction control procedures. It is our mental assessment process that monitoring and follow-up studies will be undertaken in order that insights can be fed back into the inventory and analysis stages of future projects. I expect that these will evolve. I do not advocate that we develop cookbooks or rules for all types of projects. Rather, we must consider that each project or class of projects is unique and occurs in a milieu which is quite different from those which exist in other parts of the province.

Before concluding, I wish to refer very briefly to the E.A. Act and highlight some of the features:

(1) One of the definitions of environment is the social, economic and cultural conditions that influence the life of a man or a community.

- (2) There are several opportunities for public input:
 - (a) When notice of the Environmental Assessment and Review is given to the municipality, the public and other persons—this allows the individual to make written submissions to the Minister and also to request a hearing of the Environmental Assessment Board.
 - (b) When notice of acceptance is posted, i.e., that information is now sufficient to enable a decision to be rendered to the people who were involved in (a).
 - (c) When notice of postponed amendments are posted.
 - (d) When notice of Board Hearing is posted.

These notices can be better understood by reference to the flow charts that I have available as handouts together with copies of the Assessment Act.

Certainly it is our desire and hope that the E.A. process will be operable with a minimum of hitches. We do not want to become duplicators of the system in the United States which, according to some articles, has created an entire new industry—one dedicated to preparing environmental statements and also has broadened the horizons of an old industry—one dedicated to testing everything in court! Their system has become so complex that in one case banning of parking on two streets in Washington, D.C. was halted because the U.S. Department

of the Interior had not prepared an environmental impact statement:

Finally, we must be careful that the intent of the procedures we are in the process of establishing are not lost in a myriad of details of implementation. For if environmental assessment procedures become merely a checklist to be ticked off when each phase of a project is completed, then we shall have only constructed another very large and costly paper-pushing exercise that may benefit some of the participants but will not assist fundamentally in achieving a better environment for future generations through better decision-making today. Otherwise we may achieve the situation depicted in a recent cartoon showing two space suited individuals staring at a desolate, barren wasteland, and observing that the former inhabitants used all their forests for paper to prepare environmental statements!

Natural Resources Development
in Northwestern Ontario

by

J. E. J. Fahlgren

President and General Manager
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Many years ago -- Henry Wadsworth Longfellow wrote his now famous poem, beginning, "I shot an arrow into the air, it fell to earth, I know not where." The thought behind this delightful verse was that once an arrow is released - where it goes, what it does, and what effect it has may be unknown to the archer.

I believe that the arrows shot here at this conference today, by our panel presenting their organization's views on northern resources development and how such development can best take place to benefit all concerned, are like those of Longfellow's poem -- what they accomplish, whom they influence, and how effective they are, are often an enigma to those who create the thoughts or who instigates a follow-through or who pays for it.

The challenge of today's discussion is Northwestern Ontario - an area almost as large as any of the three prairie province, comprising more than half the land and water mass of Ontario itself, and surely will one day match its western neighbours in population, production and progress, providing we do not ever lose sight of all that which is indigenous to this great part of Ontario.

It is relevant to reflect briefly on historical aspects of the Northwest that stemmed from the vision, determination and tenacity of our forefathers to build the railways across Canada.

Construction of two national railways across our rugged terrain necessitated towns to service the railways and people followed to build communities and businesses at locations to be known as Keewatin, Kenora, Redditt, Rainy River, Fort Frances, Dryden, Hudson, Sioux Lookout, Wabigoon, Ignace, Fort William, Port Arthur, Nipigon, Schreiber, Chapleau, Kapuskasing, etc. Growth was quick using steam power to operate the tens of sawmills followed by Hydro electric developments and new industries such as flour mills and pulp and paper mills.

Fanning out from that silver seedbed, "Cobalt", were an eager, tenacious, enterprising new crop of experienced mine-finding personnel who spread across the nation in waves. They brought discoveries in areas that befame landmarks of historic Porcupine, Kirkland Lake, Bourlamaque and Val D'Or, and westward to the Patricia area--Little Long Lac, Geraldton, Red Lake and Pickle Lake--all forming a "golden chain" around the rim of the Precambrian Shield linking up with San Antonio and God's Lake in Manitoba and on to the Territories, with Yellowknife as an outpost of the industry to be followed by the success stories in base metals--iron in Atikokan, copper-zinc in Manitouwadge. When Ontario's Premier Drew resolved to stop the float of pulpwood across the Great Lakes, new paper towns like Marathon came into being

The rail lines brought not only settlers of our first communities but the travelling public who were awed by the beauty of the land and especially our lakes. The Canadian National at Minaki and the Canadian Pacific at Devil's Gap, Kenora, built fine summer lodges to accommodate holidayers. Special trains were operated from Winnipeg to Kenora and Minaki and a new thrust of development in summer homes around these lodges is history. This was the foundation of tourist operator business. With the construction of roads and highways to connect our towns this business has spread from one end of the Northwest to the other.

Roads to the North were slow to come by but one communities had become well established we succeeded in realizing highways into our mining communities and the development of airports. Interestingly enough, no sooner than a highway was under construction, along came the entrepreneur, the tourist operator, and the adventurous wilderness-oriented groups. It is incorrect to call a road built by the Department of Mines or the Department of Lands and Forests - a mining or forestry road - because long before the road is completed from point 'A' to point 'B', the tourist operator was there checking out for his new camp or outpost along some virgin lake, and the wilderness groups were starting their canoe trips from the road construction's furthest points. The prospector was using the forestry road and the forester was hauling his pulpwood and logs on the mining-developed road. The roads throughout the Northwest are plainly all-purpose roads. We, in the mining industry, are quick to acknowledge the assistance and cooperation we have received from the forest industries and vice versa.

As the natural resource industries have moved further and further into the hinterland we continue to find ourselves having separate direct interests in many identical areas. I should point out, however, that the mining industry is isolated to roughly twenty percent of the entire region in its search for minerals, evading the granitic mass for the volcanic and gneisic belts. Peculiarly enough, in the same volcanic and glacial deposit areas the forester finds its best timber. There is, however, a marked difference in development risk. Fortunately for the forester its perpetual forest requirements can be detected and planned with today's photography detail and airborne surveys, whereas the miner continues to have to pick up the largest exploration tab of any industry. The fact the mining exploration has paid off in impressive ore reserves from time to time does not alter its essentially risky character; it is still the biggest game of blind man's bluff played by any enterprise - looking for a freak in the earth's surface that has, might we say, had contact with the bowels of the earth. It is risk for a purpose.

The people who came prepared to accept the more rigorous life of the north soon became aware of the enrichment of life in this part of Ontario, where the beauty and wonder of the Creator's handiwork is exemplified in every direction. This is basically what has caused us to remain and make our homes here. We have become a breed of people who find satisfaction in searching out new places, lake and rivers, enjoy boating, fishing, hunting and vacationing where we are, and a further fulfilment with the winter sports and pleasures this country provides. We have

become very aware of these advantages and blessings and we want to see them preserved.

Our economic base, however, requires industries and employment. The Northwest is fortunate in that its success in the base metals field is all relatively new with the processing and concentrating plants coming on stream with a positive awareness of our ecology and our need for environmental and pollution controls, as well as the expertise required to institute them. For instance this is well exemplified at the Griffith Iron Mine here in the Red Lake Mining Division, part of whose ore body lay under the lake. Dams and controls, under constant supervision, have proven successful as it relates to controlling tailings and affluents. Tourist operators in the immediate Pakwash area continue to operate successfully in this region, and local residents return year after year to enjoy and partake of the beauty of the Pakwash and Chukuni River area.

The same is true at the South Bay copper/zinc/silver mine of Selco Mining Corporation; the copper/zinc/silver Sturgeon Lake mines of Mattabi and Sturgeon Lake; International Nickel's nickel mine at Shebandowan and the new copper/nickel mine of Umex at Pickle Lake.

It is very encouraging and exciting to the Northwest and particularly this District, to have a new mining rush in the Red Lake area following the report by Selco Mining Corporation that their initial exploration program, northwest of the Chukuni

River, responded with economic values of copper, zinc and silver over minable widths.

Southwest of Kapuskasing an important phosphate deposit has been discovered by International Minerals. Their first phase feasibility studies are favourable indicating that the deposit will probably produce high-grade phosphate rock for the Canadian market. This is an important find for Canada.

We welcome the expansion of our long-established pulp and paper industries that forms one of the bulwarks of Northwestern Ontario's economic base. Their experience and research has proven that certain milling procedures approved many decades past are not acceptable today. These corporations have moved to rectify change, and correct them, and at great cost. We should take particular notice of the action they have already taken in this respect and the continuing program underway.

The greatness and wonder of it all can be appreciated, understood and evaluated and especially enjoyed as soon as we, all of us collectively (and we are in one way or another associated directly or indirectly with natural resources), experience the satisfaction of respecting the other guy who may be imbued with other interests and challenges than our own, and realize that this is a very richly endowed part of Canada where opportunity for fulfilment of experience and success is right here for each and every one of us. But real success for the Northwest, as a whole,

requires communication, commitment and cooperation to support each other in our diverse developments with knowledge and intelligence, and thereby cause benefit to all concerned.

Personally, I continue to be forever amazed with the remarkable diversification and the true potential of our heritage as it continues to unfold here in Northwestern Ontario. It is a calamity that subsequent leaders of our country did not have the same vision and tenacity to construct the oil line through Northwestern Ontario. We would have suffered the same fate with the gas line had not a group of determined northwesterners taken up the challenge and prevailed upon the then Premier of Ontario, The Honourable Leslie Frost, to insist on its construction through Northwestern Ontario, rugged terrain notwithstanding. Many of you no doubt will recall that, to make it a fact, he had to have Ontario advance the funds, some eighty-three million, to finance the diversion from the planned line through Minnesota and Wisconsin to Sarnia. These Northwestern pioneers, like Dr. McCullough of Fort William, Colin Russell of Fort Frances and Frank Bowman of Hudson, had no personal axe to grind. The Northwest was their life and concern. Their research and studies made obvious what we had lost by Ottawa diverting the oil line south through the United States to Sarnia, rather than through Northwestern Ontario, and they were adamant it would not happen with the gas line. This small group paid their own way east, there was no fan fare, no publicity, and the Premier was satisfied he had received good counsel. It was successful.

The point I want to make is that any development throughout our land is for all of us. We must learn to live and act as part of the whole of the Northwest rather than behaving as masters of any part of it. We should be ready for changes in the way we perceive both growth and nature are attainable and be prepared to prohibit abuses to the land we live in. This way, we will begin to think of ourselves more as a community than a mass of individuals, each free to do whatever he wishes with the bit of the environment he owns. In the process we will be able to strike an equilibrium that will foster growth, without squandering our heritage in the process.

To do this does not invite so-called "do gooders" commenting on matters of which they have no depth of knowledge and taking off on irresponsible tangents. The public is ill served by those who jump to rash conclusions based on inadequate or even inaccurate information. Disraeli said: "It is easier to be critical than it is to be correct."

My observations are naturally my own life experience - seven years in forest products with the Ontario & Minnesota Paper Company, two years with transportation - air, water and ground - and forty years in mining with the rewarding opportunity as an employer including the satisfying experience of building up to more than twenty percent of personnel with native people and gaining their confidence and, I believe, respect. Also close association, over the years, with the tourist industry and a continuing interest in wilderness-oriented trips.

I believe we must be realistic. It is reported that, to support one Canadian adult for one year now requires the extraction of about twenty-five tons of the earth's raw materials, and the government's recent energy report showed that every Canadian is now using up energy equivalent to 1,925 gallons of oil per year. You will agree, I am sure, that this kind of "growth" can only be suicidal. Yet, are you and I ready to accept change? At the moment, I would assume that most people would interpret any attempt to alter their lifestyle as revolutionary and would bitterly oppose even the mildest curb on their individual and collective expectations.

Just as the plains of the West are expected to produce the food required to feed the nation and parts of the world, so must the resources of other areas likewise be expected to share the wealth and resources of their particular area and, certainly, this also applies to us.

But we certainly can follow through in the Northwest of Ontario to establish exemplary operations of industry. This, I believe, does not demand great changes except in possibly long-established industries who are themselves aware of needed changes that are underway. I do not pretend to suggest we should be self-satisfied as we are but I will remind you that industry in our area is under good management and control who reflect and exemplify, by their actions, an awareness of our ecology and a continuing surveillance of environmental and pollution control. The economic base of any area is essential. The forest industries must

have access to large tracts of forest to sustain their industry.

Better mature forests are harvested and programs of reforestation are pressed than to have acts of God reduce the forests.

The mining industry must continue to have access to the volcanic and gneisic belts to continue their search for mineral deposits.

When mining exploration is all over these industries would not occupy more than one percent of the land mass for their expectant industries.

The native, the tourist operator, and the wilderness groups can still use a major part of the land mass for trapping, vacationing, hunting, fishing, and pleasure. That is as it should be. It is important that we, all of us, keep abreast of the needs of all, as a community, and we can with knowledge and understanding still retain Northwestern Ontario as a show place with excellence of tourism, exciting routes for wilderness groups, satisfying employment for the native, and an exemplary modern industry exercising respect for ecology through reforestation and environmental and pollution controls.

CAZÓN ZI -77N2Z

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

THE GRIFFITH MINE

PRESENTED AT

RED LAKE ON

NOVEMBER 15, 1977



ROYAL COMMISSION ON THE NORTHERN COMMENT

THE HON. MR. JUSTICE E. R. HARTT COMMISSIONER



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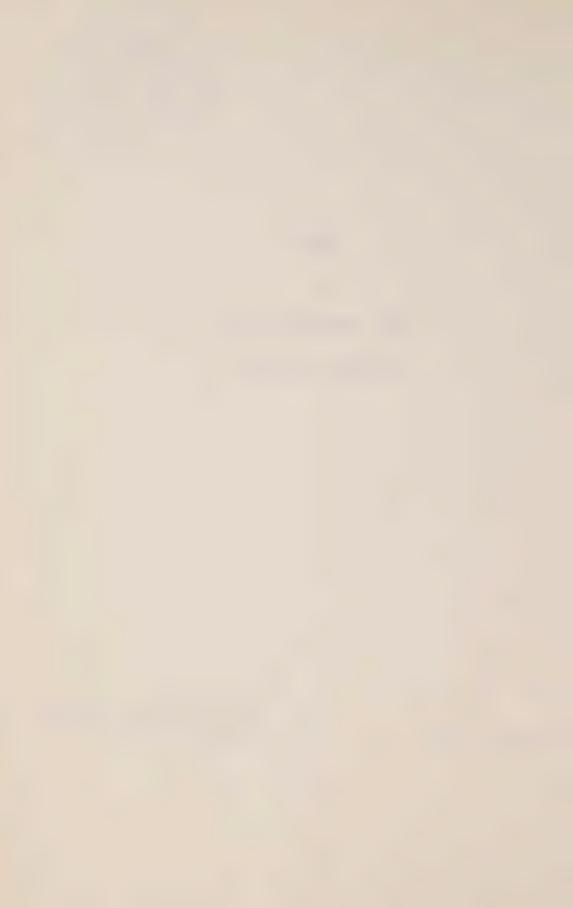
BRIEF

TO

ROYAL COMMISSION ON THE

NORTHERN ENVIRONMENT

SUBMITTED BY,
THE GRIFFITH MINE, PICKANDS
MATHER & CO., MANAGING AGENT



INTRODUCTION

- 1. History
- 2. Construction
- 3. Operations
- 4. Economic Impact
- 5. The Environment
- 6. Some Preliminary Thoughts on the Commission's Mandate
- 7. Additional Briefs



INTRODUCTION

Gentlemen, our main purpose in appearing before you today is primarily to establish an identity with you, and to express to you that our interest in Northern Ontario and its environment consistent with sound environmental and conservation practices is very real. We have successfully operated within the study area and will continue to do so in the years to come. There are additional deposits of iron north of the 50th, and we may possibly be participants in future mining ventures within the area in question.

We welcome and encourage Northern Ontario industrial growth so long as environmental concerns are recognized, be it from mineral, fish and wildlife, or timber resulting from the vast natural resources available to us. But now I wish to tell you something about The Griffith Mine.

The Griffith Mine is owned by The Steel Company of Canada, Limited and is operated by Pickands Mather & Co. as Managing Agent. These companies are similarly associated in other iron ore and coal mining operations in Canada and in the United States. The mine is located on the west shore of Bruce Lake some 45 kilometers south of the town of Red Lake.

HISTORY

The orebody was first explored and drilled in the 1920's when mining of low grade magnetites was not practical nor considered economically feasible. In the mid 1950's exploration and testing activities were renewed. The ore reserves were verified and the liberation and treatability characteristics were found to be amenable to beneficiation and pelletizing resulting in a product suitable for the steel industry. Pilot plant tests on the material proved favourable.



In 1963, Pickands Mather & Co., acting on behalf of Stelco, commenced an intensive diamond drilling and evaluation program. A 170 ton bulk sample was tested and a favourable flow sheet was worked out. On completion of economic evaluation and preliminary engineering studies in 1965, the decision was made by Stelco to proceed with development. Environmental considerations were incorporated in the project from its very inception and various government agencies were consulted with and assisted in the early planning process.

The design capacity was decided at 1,500,000 long tons per year. Known reserves would give at least a 30 year life to the mine. The product would be shipped as pellets with an iron content of 66.7 per cent and 3.6 per cent silica.

CONSTRUCTION

In 1966 construction was begun. Over the next two years a primary crusher, a beneficiation plant, a pelletizing plant, and ancilliary facilities were constructed. The capital cost of the complex came to 62 million dollars. At the peak of construction, the total workforce came to 800 men. Construction came at a time when the economy of the area and employment was suffering from a decline of gold mining activities. The project was important in absorbing the workforce of the reduced gold mining operations. Mid 1975 saw the completion of Stelco's direct reduction kiln, added at a cost of 35 million dollars.

OPERATIONS

Mining is carried out by conventional open pit techniques; more specifically, utilizing rotary drills, drilling 12 1/4" blast holes, and blasting with



bulk ammonium nitrate blasting agent. Annual all material movement is 14.4 million tons using 6 yard electric shovels and a mixed fleet of 75 and 85 ton haulage trucks.

Ore dressing is achieved by one crushing stage and two grinding stages, in which we process approximately 5.5 million tons per year. Beneficiation is by 3 stages of magnetic separation, hydroseparation and flotation. Concentrate from the beneficiating process is pelletized in three shaft furnaces.

In July 1975, Stelco's first commercial direct reduction kiln, located at The Griffith Mine, began operating based on the SL/RN process. It is designed to produce 400,000 net tons per year of sponge iron for consumption as a scrap replacement by electric furnaces at Edmonton and Contrecoeur, and as an iron supplement in the blast furnaces at Hilton Works.

Sponge iron has been successfully produced in New Zealand, Brazil and Japan by the SL/RN process. The Griffith installation, however, the culmination of more than 17 years of intensive research effort by Stelco and its partners has many unique features because of its size and the combination of raw materials with which it is fed. Unfortunately, due to present day economics, this new addition to our plant is not in operation. The ultimate success of the process could have a significant positive economic affect upon the Canadian mining and steel industry.

ECONOMIC IMPACT

The Griffith Mine employs a total permanent workforce of 535. Of this 130 are salaried and 405 hourly paid. The total annual payroll comes to \$12,700,000.



The average annual payroll cost (including fringe benefits) of an hourly paid worker is \$23,500. This does not take into account travel allowances, housing and other subsidies.

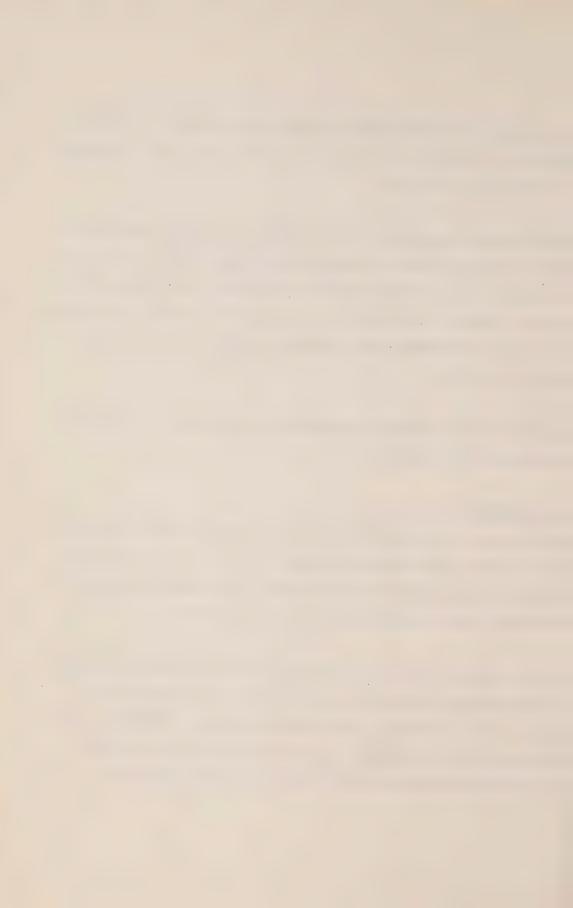
The 1977 costs of goods and services to maintain and operate the mine will total 21 million dollars. In addition to the impact of the payroll on the surrounding area of Red Lake, Ear Falls and vicinity, The Griffith Mine supports secondary industry by utilizing such local services as bus transportation, welding and machine shops, equipment and material suppliers and general contracting.

The Griffith Mine contributes approximately \$675,000 towards local school and municipal taxes annually.

THE ENVIRONMENT

One of the most unique parts of The Griffith Mine Story lies in the development of a dyke system and auxiliary water control structures necessary for isolating the orebodies for mine development as the orebodies outcropped on the shore of Bruce Lake and extended out under the lake.

To effect our objective, it was necessary to initially hydraulically dredge 5 million yards of lake bottom clay to provide a clean foundation for a rock core dyke to isolate a mining area from the lake. Accordingly in this lst phase of mine development, there was some degree of water impairment that was unavoidable and limited to the period of dyke construction.



Subsequently, to gain access to the remainder of the orebody, a plan was devised in which a total of 6 additional miles of dyke was constructed, which, coupled with a series of water control structures, established a large area for deposition of an additional 11 million yards of hydraulically dredged clay. The scheme was a "closed circuit" system and also involved the construction of rock-cut channels with positive gate controls. We now had a system that prevented the spoil water from dredging, from mixing with Bruce Lake.

The building of a system of six dykes, totalling over eight miles in length extended over a period of eight years. The dykes were built for two distinct purposes; to safeguard the quality of the area waterways and to isolate the mine from Bruce Lake, during which period two major dredging projects were completed. We are pleased to report that all facets of this complex mine and area water protection system have achieved their design intent.

From the outset, our development plans as very generally described above, encompassed the following:

- the removal, sedimentation and impoundment of silt-clay overburden,
- the construction of dykes for protective purposes and sedimentation basins,
- the construction of water control structures and overflow weirs, permitting controlled release of clarified water,
- and impoundment of tailings solids arising from the beneficiating process again with sufficient retention for clarification of that water.

These plans were disclosed, and we were given certificates of approval on our submissions. Our obligations were to assure that this quality of water in



the outflow from the north basin of Bruce Lake, met the objectives for water quality for the province of Ontario. We can very confidentially and proudly say that in each and every month and year, those quality objectives were met.

Reclamation of mine tailings disposal areas by planting of grasses and trees was an early priority as well, in mine development. Slopes of the hydraulically built tailings dykes provided practical test areas for early work.

Following early laboratory tests, The Griffith Mine, with professional and student help from the School of Forestry, Lakehead University, initiated extensive plantings of grasses and trees in three successive growing seasons 1972-74. The growth and survival rates in these plantations have been monitored during the three year period to 1977. This testwork has established sound guidelines for soil amendment, cultivation procedures, and the grass and tree varieties which will grow successfully in our tailings. Now, with reasonable confidence we are initiating full scale revegetation programs as tailings disposal areas become inactive.

SOME PRELIMINARY THOUGHTS ON THE COMMISSION'S MANDATE

environmental requirements and not unreasonably restricted by such requirements.

The benefits from regulated growth of industry will permit enjoyment of the environment, otherwise the area under study will remain isolated and enjoyed by only a few.



B. There is danger of "over-control"

The pendulum is swinging towards more environmental controls. When a pendulum swings it rarely settles in the centre. We, at Griffith, are fearful that controls will become so unreasonably rigid that industrial growth will be drastically cut and the economy in the area will become stagnant resulting in social as well as economic problems.

C. The current popular belief that industry is not mindful or even neglectful of environmental matters is unfounded and has been disproven at The Griffith Mine.

People make up industry. The people who choose to remain in the North are conscious of the environment and enjoy it. The vast majority of Griffith Mine employees spend their spare time engaged in boating, hunting and fishing. They are more mindful, more protective of the environment than ever will be their fellow citizens to the South.

As was pointed out earlier, The Griffith Mine from the time of its startup (when environmental control was not so topical) was very aware of the
affect of its operations on the environment and took steps to lessen
that affect. An example is the system of dykes for the containment of
tailings and effluent - built with considerable forethought of the environment and at great expense.

D. The role of government in future development of the area must be active

and continuing

Single industry towns, or to use an expression which is becoming distasteful, "company towns", no longer have a place in our society.



Company towns are disliked equally by the companies which built them and the employees who live in them.

Government has a continuing role to play in the orderly development of new towns. It must support the development of secondary industry and businesses in these towns. It must serve those needs of the people that are normally served by government. It must provide adequate transportation and communication facilities. It must locate normal government services in these towns, such as schools, hospitals and recreation facilities. Government should become involved early, and its involvement should be continuing.

E. <u>In recognition of the disparity of the cost of living special assistance</u>
should be considered for those who settle in the North.

Costs of goods and services in the early development stage will be extremely high. Transportation and high labour costs almost preclude the building of homes by individuals. Cost of food and services for those who live in the North will be much higher than for those in the South. Also the quality of such services will be markedly lower.

Recognition should be given to such conditions and relief afforded to those who live there. This assistance could be rendered by a variety of methods; examples would be income tax deductions and partial or complete exemption from sales tax or licensing requirements.



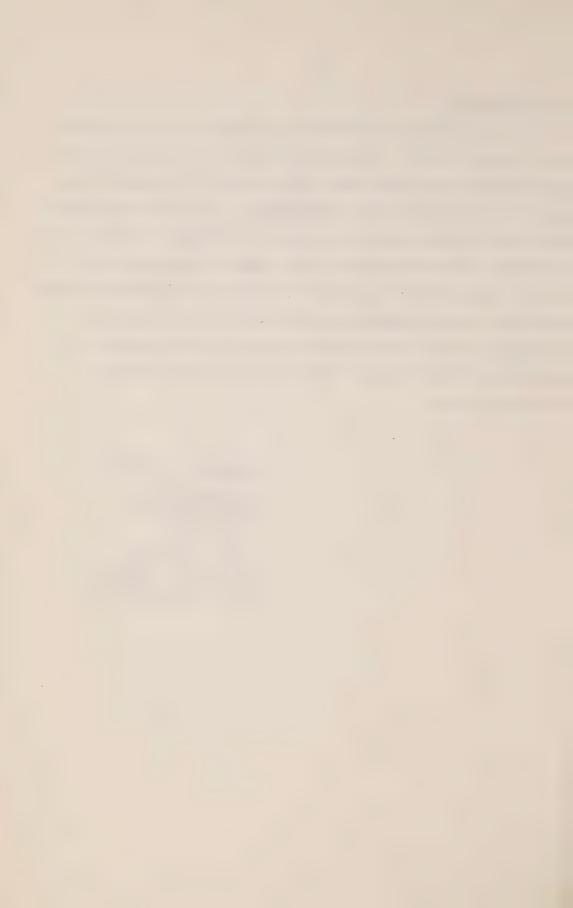
ADDITIONAL BRIEFS

As indicated earlier we are interested in possible future iron ore development in Northern Ontario. Pickands Mather & Stelco are involved in certain very preliminary long range studies which may result in the opening of new mines in the area under study by the Commission. We feel that such development could bring much benefit to the area, to the Province and indeed to all of Canada. Therefore our efforts in this regard must be augmented by a positive, supportive role by government in the areas of environmental control regulations, housing, community services and cost of living assistance. Consequently, we have a vital interest in the work of this Commission and undoubtedly will wish to submit additional briefs on more specific or particular subjects.

Respectfully submitted,

THE GRIFFITH MINE, Pickands Mather & Co., Managing Agent

John D. Jeffries, Manag





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SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

JAMES C. SEELEY

PRESENTED AT

RED LAKE
ON
NOVEMBER 15, 1977





THE HON. MR. JUSTICE E. P. HARTT COMMISSIONER



SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

JAMES C. SEELEY

PRESENTED AT

RED LAKE

ON

NOVEMBER 15, 1977

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT 1416/965-9286



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BRIEF

presented to

Mr. Justice Patrick Hart

on

FUNERAL SERVICES

bу

James C. Seeley

November 15, 1977



Mr. Justice Hart:

I know that you have been presented with many briefs on the development of this great country above the 50th parallel from Industry, Native Peoples and people concerned with the social development of the North. I am a funeral director and would like to outline to you two of the problems encountered by funeral directors serving the communities of Northern and Northwestern Ontario.

The first problem concerns regulation 36 of Bill 171 of the Funeral Services Act of 1976. This clause requires a funeral director to reside in the community in which he operates a funeral home.

I must point out that there are approximately 500 funeral homes in Ontario, of which only 7 operate above the 50th parallel.

I have owned and operated a funeral home in Dryden for the past 12 years and 3 years ago I built and commenced to operate a funeral home in Red Lake. The reason I built in Red Lake was to try and provide a reasonable and dignified type of funeral service to the Red Lake District as well as to the communities to our North. Before this was done we would drive the 150 miles from Dryden and then return the body back the day of the funeral. As you can imagine this involved many miles and much time. In many instances I was travelling 600 miles or more within a 24 hour period.

It is important to note that Red Lake, on its own, cannot support a full time funeral director as is the case with many small communities scattered throughout the North.

Last year from October 1, 1976 to September 30, 1977 there were 51 calls in Red Lake. Of these 51 calls 20 were visitors to the Red Lake District and were subsequently returned to their home town funeral director. Of the remaining 31 calls, 12 were welfare cases, leaving



19 funerals which were financilly feasible. In other words, 37% of my cells to this district assisted to cover most of my operating expenses.

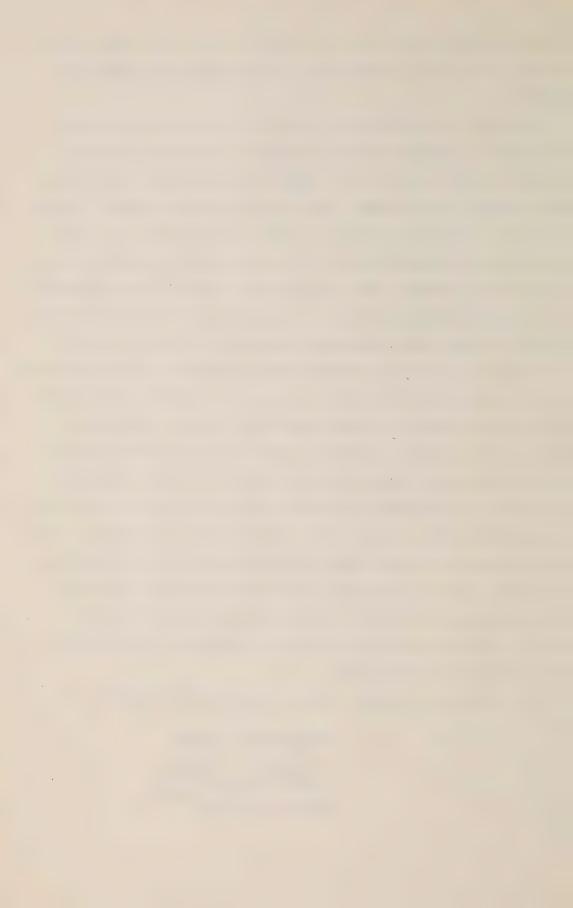
Therefore, I would like to recommend to you that the Funeral Services Act be changed to allow a funeral director the right to establish a funeral service in a remote community under the licence of his original funeral home. These people not only require funeral service but as a funeral director I feel we are obliged to provide this service on a comparable, if not equal basis to southern Ontario.

The second problem I face, as do many of my northern colleagues in the Funeral Profession is with the policies of the Ontario Government itself through their Community and Family Services Ministry.

The Social and Family Services have established a rate of \$450.00 for a full funeral service. They will not sit down with the funeral directors as is done by the local municipal Councils including the Township of Red Lake and negotiate a price with our cost structure. When we do a funeral service for the province it is well below our costs, which in turn forces the people paying on their own, the extra burden of subsidizing the cost that the province has failed to meet. Twenty-five percent of your funerals are welfare and in my case this poses a heavy burden on the local people who are paying their own funeral expenses. Therefore, I would recommend to you that the Ministry of Social and Family Services be obligated to pay an amount equal to the local welfare rates.

Sir, I thank you for your time and respectfully submit this brief.

> Respectfully you James C. Seeles



SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

TOM FAESS

PRESENTED AT

RED LAKE
ON
NOVEMBER 15, 1977







File Number

Exhibit Number

SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

TOM FAESS General Delivery Red Lake, Ontario

PRESENTED AT

RED LAKE, ONTARIO
ON
NOVEMBER 15, 1977

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT 416/965-9286

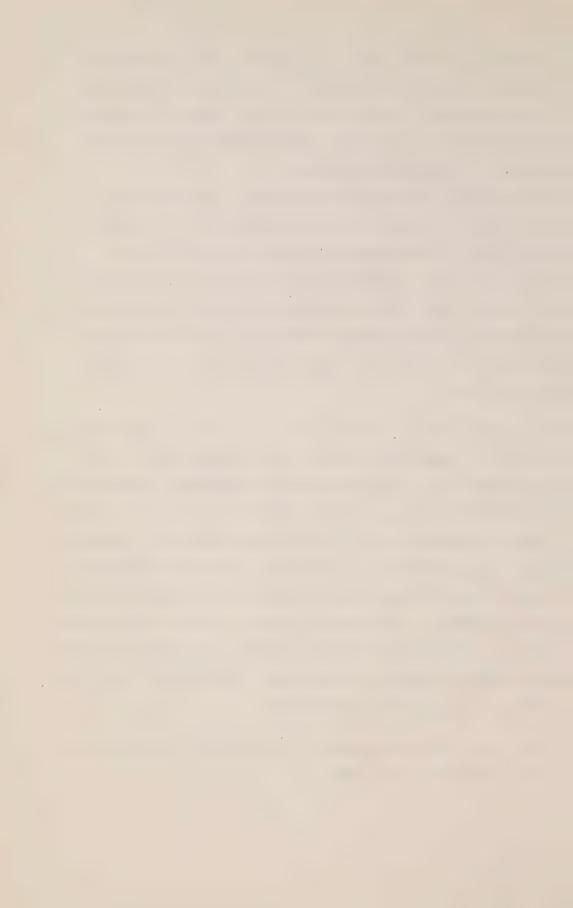


My name is Tom Faess, and I am speaking here this evening not in behalf of any organized group or committee, but for myself as an individual, with the hope in mind that my individual experience with the North my add a further perspective for the consideration of the Royal Commission.

My family has operated a fly-in fishing lodge out of Red Lake for the past 22 years, and I myself have been a fishing and hunting guide in various areas around Red Lake scince I was 9 years old. This, along with the experience of travelling to large cities during the advertising months for the lodge has been responsible for the perhaps ideological, but yet valid perception of the North which has been the guideline to my lifestyle the past few years.

This massive area , streching from the shores of Lake Winnipeg to the shores of James Bay; from the trans-Canada hyway to the shores of Hudson Bay, is the precambrian wilderness, a land wholly unique in itself. I will go even further and say that it is more than just a wilderness area; It is a living Universe, a tangible breathing thing; containing in its realm a series of lifestyles among other living things, Moose, Caribou, Bear, Wolves, to the less noticable beings, birds, insects, plants, up and down the many food chains... Living Beings whose individual lifestyles are wholly dependant on this Precambrian wilderness, this 'Universe', for thier exsistance, for thier Social advancement.

I have just stated the essance of my personal philosophy, and I can only go downhill from here....



While the Ministry of Natural Resources views the Bushlands as mearly a Resource, a controllable object, it can be realized that that perception alone is a threat to Northern lifestyle and exsisting ecosystem patterns, just as it has been in the past.

While the Pulping Industries view the Bush in the old objective dollars and cents, they will, without thought, consume one of the last of the greatest riches mankind can yet experience.

While the Hydro Companies view the mighty rivers and spectacular waterfalls as a source of personal power, they often fail to acknoeledge the pwer that is already there, the power of rivers and waterfalls as they are.

It is an old Philosophical argument as to wether Man can, or should for that matter, control the environment. But one thing for sure is that he is no less dependent upon it than the other living things of the wilderness.

It is not my intention to speak against all development in the North, for mankind, like the other Living things, must play its part in this wilderness, must continue its own Social advancement. But I do not feel that it is our rightful position to destroy other lifestyles to reach that end, and I feel strongly that for once, at least partial consideration must be given to the wilderness and the lifestyles it contains as they are, and not just for what they can do for us and our lifestyle.

This ideological alternative falls within within the Commissions'
own definition of 'environment', and I pray that this Commission is



open to this, for unless this perception is included in the evaluation of the North, the same problems that has always been facing Ontario, the uncontrolled ravaging of our Resources, indeed, the same problem that has faced Mankind throughout recorded history, will persist, regardless of the other fair evaluations of the Commission. This is the old problem that stems from consumation along with non-consideration, the enevitable problem that stems from the attempt of Mankind to control the environment instead of working with it for the best intrests of both.

In consideration that this is one of the last major wilderness ares of the continent, it would be then valid to state that this may well be our last chance to attempt such a considerate lifestyle.

Now I certainly have not been through all areas of Northern Ontario, as this would take a single man several lifetimes. But I have been through enough that my perception of the North is at least partially valid; my canoe has taken me many places.

Justice Harrt, you have been extended invitations to visit the Native Settlements of the North, and certainly you will experience much of this perception through the people that lived in harmony with the wilderness for centuries. You have also been invited to visit some of Tourist camps and experience that way of life. Both of these invitations are very valid and importained to your evaluation of the North, but neither one will put you in direct touch with the wilderness in all its magnificance; to feel its mildness, to experience its hardness, to see its lifestyles.

I hereby invite you personally to go out with me and recieve that experience. Through my capacity as a guide I will take you out in this land to experience virgin wilderness as it is for the

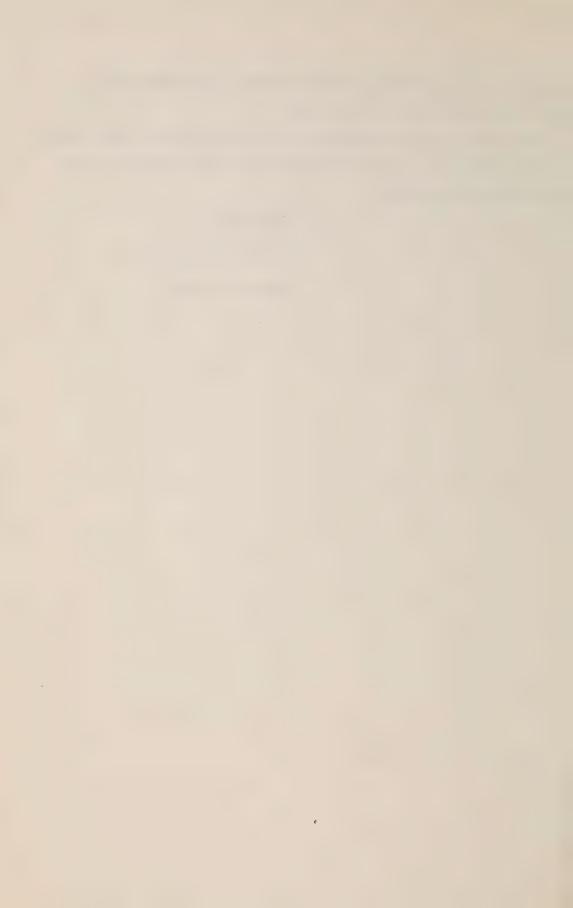


evaluation of the Commission on the Northern Environment, for whatever time your mandate will allow.

I would here like to thank you, Mr. Justice Hartt, and members of the Commission, for the consideration you have given me in the presentation of this brief.

Thankyou.

Thomas H. Faess



CA20N ZI -77NZZ

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

HUGH CARLSON

PRESENTED AT

RED LAKE
ON
NOVEMBER 15, 1977





ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT 

File Number

Exhibit Number

SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

HUGH CARLSON Box 224, Red Lake, Ontario

PRESENTED AT

RED LAKE, ONTARIO
ON

NOVEMBER 15, 1977



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HUGH AND CRAIG CARLSON

BOX 224, RED LAKE, ONTARIO CANADA POV 2M0

PHONE 807 727 2382 (SUMMER ONLY) 807 727 2237 (WINTER MONTHS)

807 727 2262 (ALL YEAR ROUND)

My name is Hugh Carlson and I have lived in Red Lake for the past 30 yrs. I was educated in the area and have been employed by most of industries and related services in the area.

My livelihood has for the majority of my Adult life has been derived from the natural resources in the area.

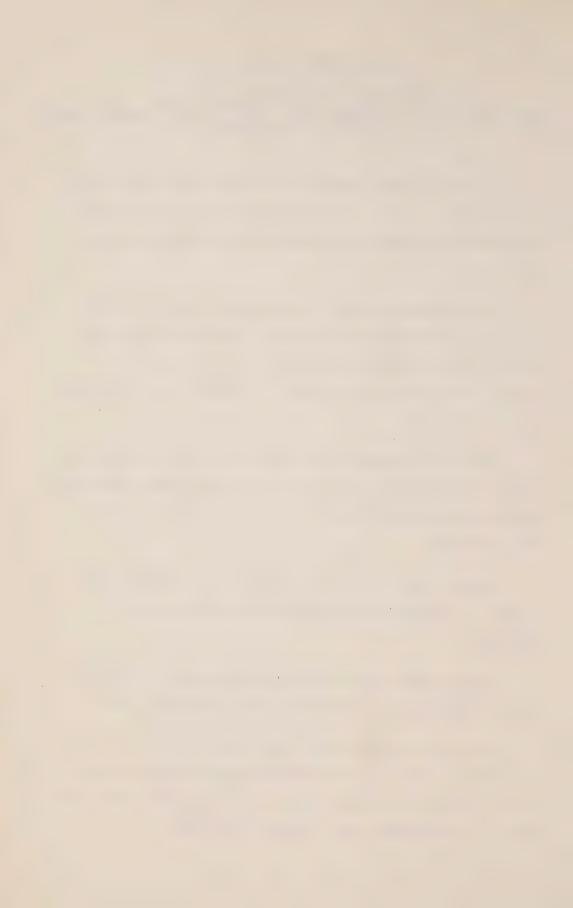
I am a tourist opeator, a wild rice harvestor and a trapper and therefore am directly affected by any developement in the area.

Many of my personal recommendations have already been noted today, however I would like to emphaszize a moratorium on MAJOR developement in the area during the extent of the commission.

I would like to see this commission recommend that a group of informed local citizens be formed to act as ombudsmen.

History shows that by the time the public is imformed of any malpractice irrepairable damage has been done.

After fighting two major wars for the right of freedom of speech it seems that in todays hustle for the almighty dollar people must not be vocal to preserve their job and to not to jeapordize their future advancement.



This includes employees in both Government and industry who would have valuable insight as to the happenings behind the scene.

The establishment of this committee would permit people to expose any wrong doings or possible wrong doings before the irreversable damage has been done.

This could be done without fear of their identity being made known even to the examining body.

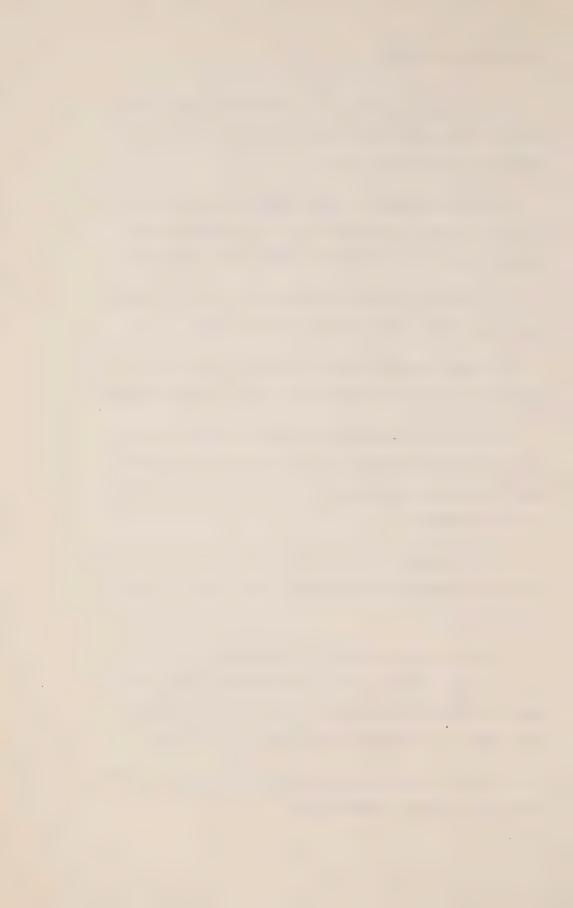
It could create a total effort to ensure that policys pertaining to developement are strictly adhered to.

There were some comments made this afternoon pertaining to the harvesting of wild rice in the area I would like to go on record as questioning the validity of these comments.

It is however not my position to judge but only to imform the Commission that there is in fact a second point of view.

I would like to submit to the commission a copy of the Red Lake District news of Oct 20 1971 and bring to their attention an article on page 4 pertaining to the development of wild rice harvesting in the area.

It is my beleif that thru this article the commission will have a better understanding.



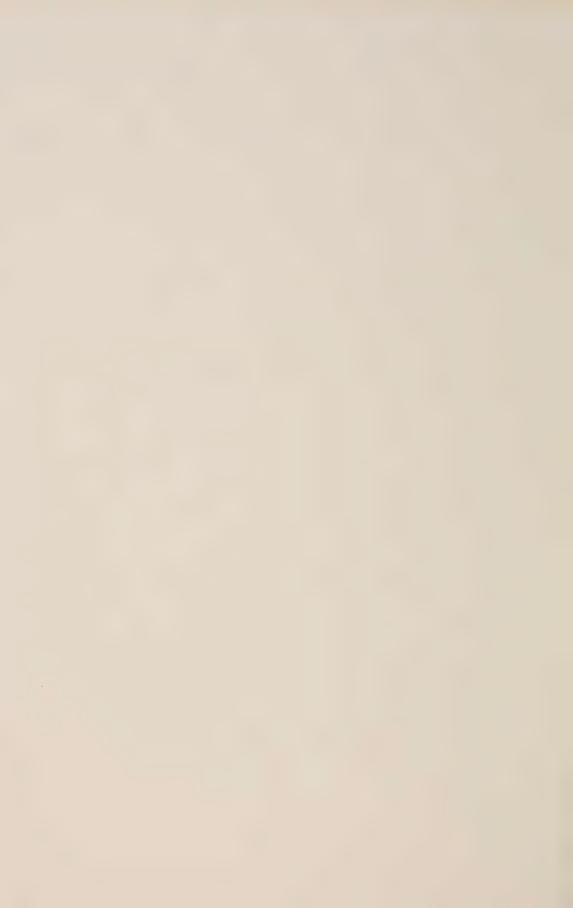
I would finally like to thank the commission for coming to Red Lake and hope that they will visit all the settlements in the area

I hope that future hearings will express the point that they will be more imformal than the hearings we have experienced here in Red Lake.

To encourage more public participation this is most important.

Thank You
Hugh Carlson
Box 224
Red Lake Ont.





SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

TRI-MUNICIPAL COMMITTEE

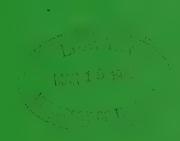
Balmertown

Ear Falls

Red Lake

ADDENDUM
PRESENTED AT

EAR FALLS
NOVEMBER 16, 1977





ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

THE HON. MR. JUSTICE E. P. HARTT COMMISSIONER



File Number

Exhibit Number

SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

THE TRI-MUNICIPAL COMMITTEE Balmertown Ear Falls Red Lake

ADDENDUM PRESENTED AT

EAR FALLS, ONTARIO
ON
NOVEMBER 16, 1977

ROYAL COMMISSION
ON THE NORTHERN
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SCHOOL OF BUSINESS ADMINISTRATION

LACEHEAD UNIVERSITY EAR FALLS

RETAIL DEVELOPMENT STUDY

Thunder Bay Ontario Canada



EAR FALLS RETAIL DEVELOPMENT STUDY

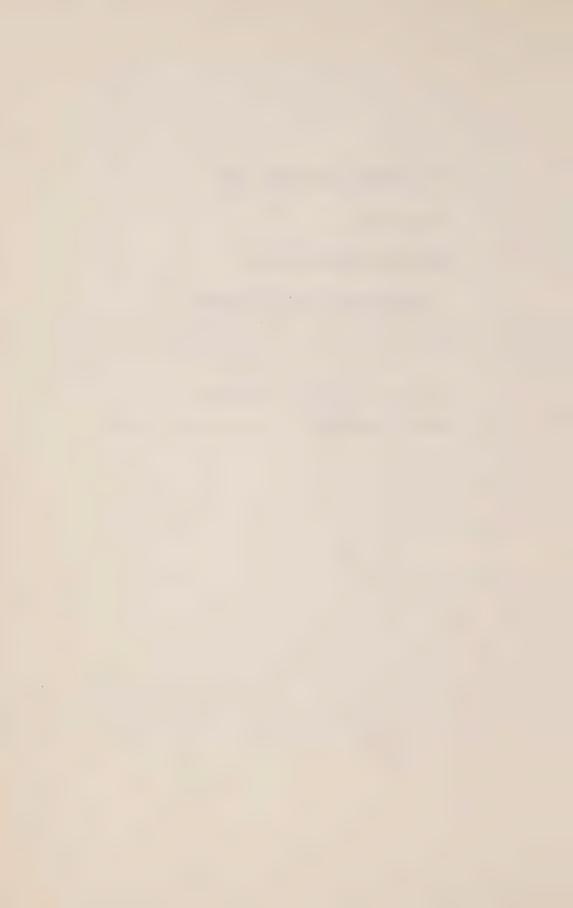
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PREPARED BY THE STAFF OF THE

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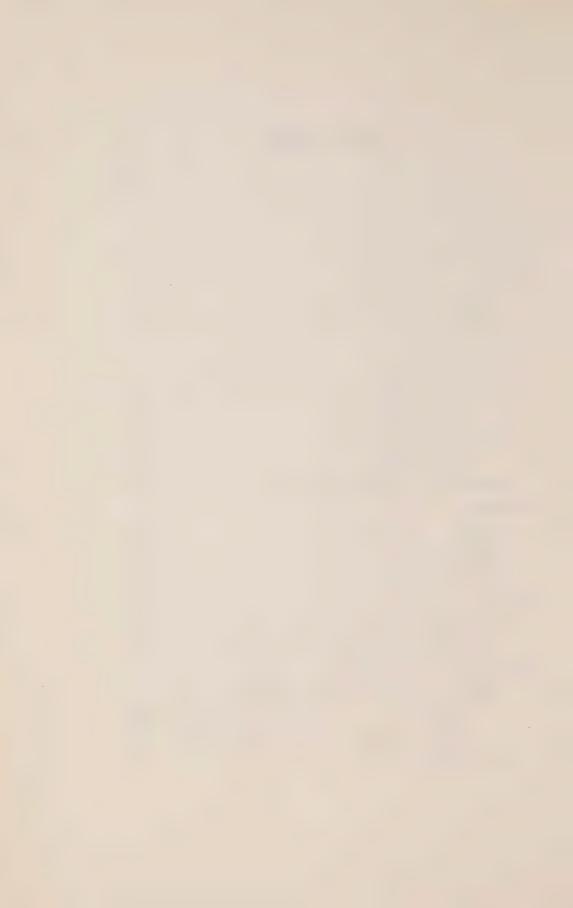
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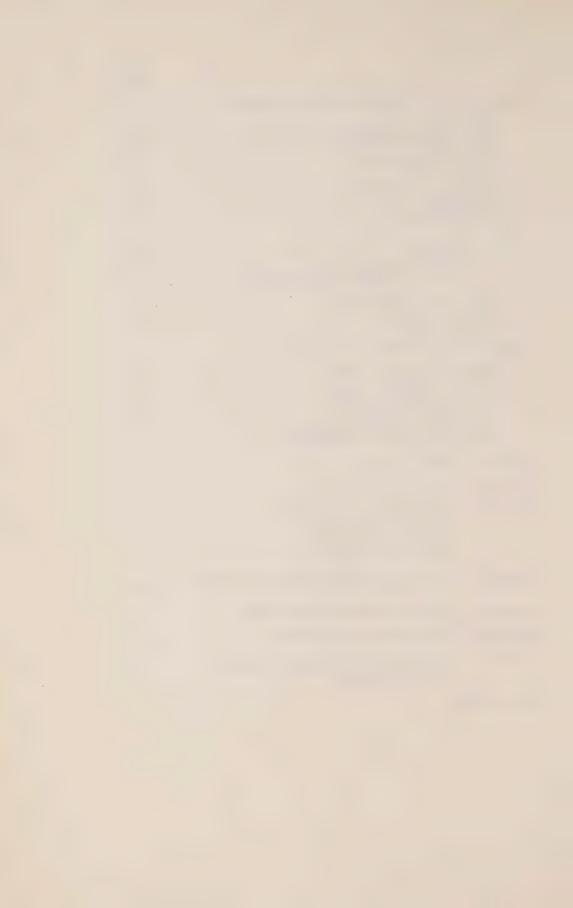


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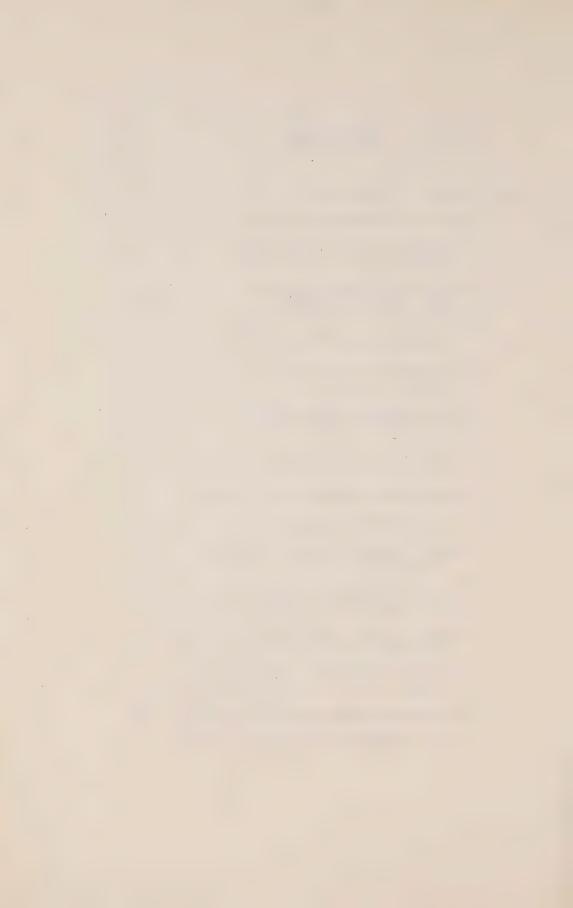


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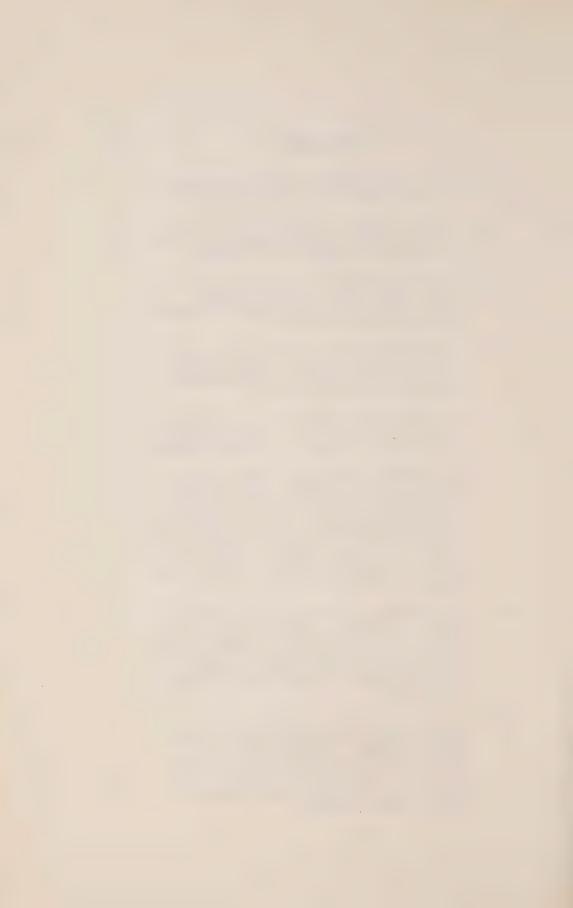
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CONCLUSIONS

- Local retail facilities are underdeveloped to serve the needs of the existing population.
- ii) The improvement and expansion of local retail facilities may not provide adequate incentive for residents to support local retailers.
- iii) As the spread between the quality of local and non-local retail facilities becomes more pronounced, the local retail situation will continue to deteriorate.
- iv) Potential investment and expansion of the local retail infrastructure may be witheld until Reed Paper finalizes its development plans for the Ear Falls region.
- v) The municipality cannot rely on a regional or national chain retailer to establish an outlet in Ear Falls and resolve local retail problems.
- vi) The location of additional retail facilities must be carefully assessed, bearing in mind the objectives of the developers, potential retailers and the municipality; the importance of accessibility and convenience to the shopping population; the positive and negative benefits of retail synergism; and the effect of new development on existing retailers and retail facilities.
- vii) The expansion of retail facilities should be linked to increases in the local population, growth of the trading area, increases in the aggregate and per capita personal disposable income and increases in the proportion of personal disposable income devoted to retail expenditures.
- viii) Retail food prices in Ear Falls are 13% higher than in Thumder Bay and 8.8% higher than in Red Lake. Transportation costs account for less than 2% of the difference between Thumder Bay and Ear Falls prices. Ear Falls and Red Lake surface transport costs (trucks) are equal.



RECOMMENDATIONS

- i) The trading area could not support large additions to floor space in the near future.
- ii) The trading area could support an additional 8,000 square feet of food retail floor space and 56,000 square feet of DSTM retail floor space by 1986.
- iii) The role of the municipality in this development should be one of facilitating retail expansion and development by the industry. The municipality should take whatever steps are within its power to ensure that barriers to entry for potential local retailers are reduced to the greatest extent possible (i.e. provision of serviced land, zoning bylaws).
- iv) The development of additional retail facilities at the plaze site take precedence over linear development along the highway.
- v) Consideration should be given to the development of non-retailing facilities and services in Ear Falls which would reduce the necessity and desire for travel to other regional centres by local residents. The proposed development may take the form of recreational, cultural, entertainment or medical/dental facilities and services among others. Their provision locally, would reduce the populations' almost complete dependence on regional communities for these services and facilities.



INTRODUCTION

Purpose

This report constitutes a Retail Development Study for the Township of Ear Falls. The purpose of the study is to assist municipal officials in making decisions on future retail development.

Scope and Information Sources

The information required to complete the study is as follows:

- 1) Background information on the community.
 This information was made available
 through Municipal Records, the Township
 of Ear Falls Municipal Housing Policy
 Statement, and the local Business Directory.
- Retail inventory data including existing retail floor space, age of present facilities, annual sales, number of employees, annual payroll, expansion plans, retail facilities in regional centres, financial strength, credit worthiness and retail ratios. Some of the inventory data was collected through a Retailer questionnaire and by observation. Financial strength and credit worthiness were assessed through Dun and Bradstreet records. The analysis of retail ratios was based on figures published in Capital at Work, a Canadian Imperial Bank of Commerce Commercial Letter (July / August 1974).
- Demographical data on the local population including household size, housing data, length of residence, income, occupation,



and level of educational attainment. The data was collected through a Householder questionnaire, and supplemented where necessary by Statistics Canada data from Employment and Earnings and Prices and Price Indexes, and from the Financial Post Survey of Markets 1975/76.

- 4) Retail expenditure data including the number of non-work related trips out of Ear Falls, destinations, reasons for travelling, purchases of goods by product category and personal retail priorities. Again, the Householder questionnaire played a major role in collecting this data. Urban Family Expenditures 1972 summarized detailed urban family expenditure patterns. A crosstabulation procedure was used to isolate relationships between sets of variables. McCabe's formula helped determine future floorspace requirements based on projected income and expenditure data.
- 5) Retail food price data and transportation costs. Prices for a food basket of items were gathered through observation of seven retail food outlets in five Northwestern Ontario communities.

 Statistics Canada data on component weightings was taken from Prices and Price Indexes. Transportation rates were derived from a Schedule of Regional Freight Rates effective January 1, 1976.

Limitations

The scope of the report is limited by a number of factors. Constraints were imposed by time and cost. The Retail inventory data collected through the retailer questionnaire suffered from a low response rate as only four of thirteen retailers returned the questionnaires (see Appendix 3). Consequently, only the existing retail floor space was adequately determined.



A Householder questionnaire which sought primarily to develop demographical and shopping behaviour data was hampered by the lack of an existing data base. Current demographic data on the resident population was limited and reliable information on the transient population was almost non-existent. These factors necessitated the use of regional, provincial, and national averages taken from Statistics Canada and the Financial Post Survey of Markets 1975/76, in computing personal disposable income, projected population growth, and per capita retail sales. Estimation procedures were used to develop aggregate personal income figures for transients and secondary wage earners.

The retail price index developed in Appendix 1 applies only to food prices. The variety of goods and services to be priced in developing a complete retail price index is beyond this report.

A number of limitations are inevitable when the questionnaire format is employed. These problems include improper coding and answering of questions, misinterpretation of questions or instructions and completion of the survey by someone other than the specified individual.

Finally, the distance between Ear Falls, where the field work was completed and Thunder Bay, where the report was prepared, created some difficulties. The close co-operation of the Clerk-Treasurer and his staff helped to minimize these problems.



Organization

The report begins with a review of literature describing the classical model in small-town retailing. The topics covered include a review of the characteristics of the retail industry, retail development policy and small-town retailing featuring outshopping and retail leakage.

The second chapter provides a brief background on the Township of Ear Falls. Historical background, projections of population growth, and local retail problems are examined.

Chapter 3 briefly describes the research methodology employed in gathering survey data for the study.

Chapter 4 presents a detailed description of data collection procedures used in developing an inventory of retail facilities. The section goes on to provide an assessment of regional retail facilities in addition to a local listing of retail floor space by product category. Ratio analysis comparing Ear Falls retail performance with national averages for the industry completes the Chapter. Supplementary information on financial strength and credit worthiness compiled by Dun and Bradstreet is presented in Appendix 2.

A description of the Householder questionnaire and an analysis of the results is presented in Chapter 5. The analysis follows the survey questions in order (see Appendix 4) and computer tabulation of the results is included in Appendix 5. Of major interest in this section is the determination of



retail leakage in the four product categories and the analysis of personal retail priorities. Closing out the Chapter is a crosstabulation procedure which attempts to isolate relationships between survey variables (see Appendix 5).

Chapter 6 provides the data and formula for the calculation of future floor space requirements. Personal income, aggregate and per capita, personal disposable income, and per capita retail sales figures are computed. Urban family expenditures are reviewed and retail leakage is determined for the four product categories. Finally, McCabe's retail floor space formula is utilized to arrive at future retail floor space requirements in Ear Falls.

Chapter 7 examines the factors which are hampering local retail development. Specific mention is made of threshold trading area sizes, retail development stages, and investment difficulties.

Chapter 8 summarizes the key findings of the study.

Five appendices are included in the report. Appendix 1 outlines, in detail, the retail food price survey methodology and presents a regional retail food price index and an analysis of the effect of transportation costs on retail food prices. Appendix 2 is comprised of Dun and Bradstreet financial strength and credit worthiness data on local retailers. Appendices 3 and 4 are copies of the Retailer and Householder survey questionnaires, respectively. Appendix 5 provides a computer printout of the results of the Householder questionnaire and selected crosstabulations.



LITERATURE REVIEW

The Retail Industry

Retailing is a dynamic industry which is increasingly being dominated by large competitive companies with concentrated market power. In 1972, 25% of Canadian retail establishments achieved total sales of less than \$20,000, but accounted for only 2% of the total retail trade. In contrast, 3% of the retail establishments had sales over \$1,000,000, but accounted for 44% of total retail sales. ²

The industry is further characterized by low capital investment and limited technology, both of which facilitate ease of entry and exit under normal conditions.

According to Buzzell et al³, the five basic functions of retailing are:

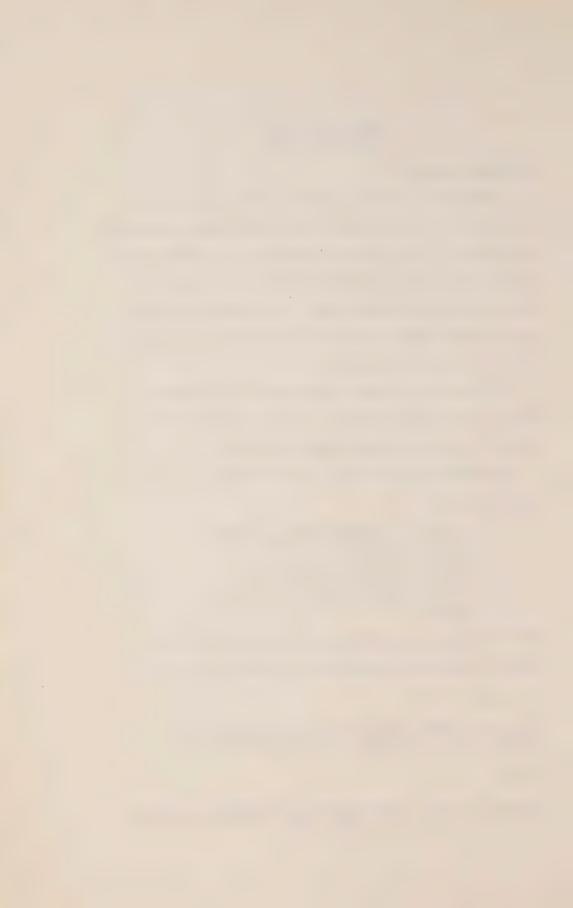
- 1. to locate and evaluate sources of supply,
- to offer an assortment of goods at a convenient location,
- to store merchandise until needed,to provide credit facilities, and
- 5. to provide product-related facilities as required.

They also suggest that competition is the key element in retailing because in a competitive environment, the price of

Statistics Canada, Retail Trade - An Introduction and General Review, (1972), Cat. 97-607. pp. 1-3.

²Ibid.

Robert D. Buzzel, et al, <u>Marketing - A Contemporary Analysis</u> (New York: McGraw Hill, 1972), p. 234.



retailing tends to be set at a level equal to its cost plus a fair rate of return on the capital invested.⁴

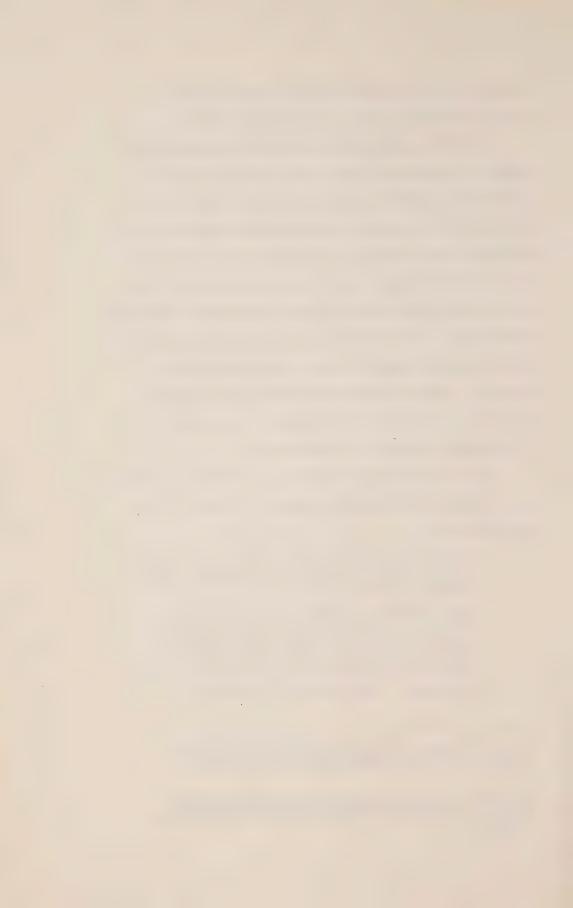
As the size, composition, and needs of the population change, the amount and type of retail facilities required to serve that population must also change. Within the last 20 years, the average store size has doubled, population and income have dispersed to the suburbs, and central city retailing has declined. These changes are reflected in the type, grouping, and location of retail facilities. Pedestrian neighbourhood, and ribbon developments are being replaced by larger integrated commercial units along major traffic arteries. Intertype competition between similar stores is decreasing in the face of increasing scale and product differentiation because of specialization.

The ability of a retail facility to fulfill the demands of a consumer is determined by a number of factors. ⁵ The major factors are

- 1. availability of merchandise: type, size, variety of stores; depth and breadth of assortment; and adequacy of service.
- price advantage: regular competitive prices; and the impact of special sales and promotions.
- physical comfort: air conditioning, decor; inter-store circulation, and a restaurant.
- 4. convenience: accessibility, and parking.

Analysis (New York: McGraw Hill, 1972), p. 234.

⁵J. Simmons, The Changing Pattern of Retail Location. Chicago: University of Chicago, Doctoral Dissertation, 1964), pp. 8-12.



Current retail models have isolated the two most important variables with respect to retail attraction. Attraction varies directly with the number of items carried and with the physical location of the retail facility. The greater the number of items carried, the greater the expectation that a particular shopping trip will be successful. Consumers prefer larger centres and travel further to reach them. The attractiveness of a shopping centre is influenced by the effort and expense involved in getting there. While distance is a factor, shopping is not always carried out at the nearest centre in an effort to minimize this cost. A tradeoff exists between time, travel expenses, and other "secondary purchase costs" which influence the choice of shopping location. Furthermore, the willingness to incur secondary purchase costs varies with the type of product. Non-differentiated, low-cost, frequently-purchased convenience goods are less likely to warrant extensive effort as far as travel and shopping are concerned. Big ticket luxury items such as televisions or automobiles are purchased infrequently and involve greater travelling distances and more shopping effort. On the whole, the following points characterize today's retail shoppers:

- 1. They move toward the dominant trading centre.
- 2. They do not bypass one trading centre to get to another with equal facilities.

⁶W. C. Bender, 'Consumer Purchase Costs - Do Retailers Recognize Them?'', Journal of Retailing (Spring 1971), 40(1):2.



They tend to follow traditional shopping patterns.

Also, a retail trade area can be cut off by natural or man-made barriers. Another retail facility or a highway can constitute a man-made barrier. Natural barriers to retail trade areas include rivers and mountains. Where the effort expended in bypassing the barrier is not compensated with superior retail facilities, the barrier will restrict the trade area.

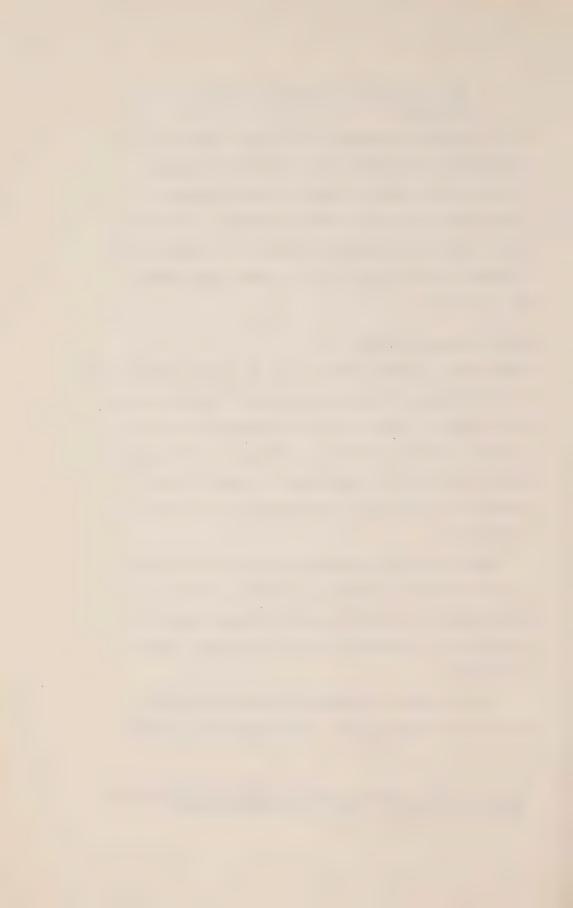
Retail Development Policy

Retail Growth - McCabe points out that the number of applications for the development of suburban and regional shopping centres have increased. Growth in this area emphasizes the need for planned and orderly developed retail facilities. The development of such facilities, particularly in small, isolated communities, carries with it important social and economic ramifications.

Additional retail development can be justified on the grounds of serving an expanding population, providing more goods and services than are currently available, improving accessibility, or providing additional assessment to the municipality.

At first glance, the benefits of expanding the retail base appear to be substantial. These benefits must, however,

Robert W. McCabe, Shopping Centre Decision Evaluation Guides, Ministry of Treasury Economics and Intergovernmental Affairs (Toronto, 1971), p. 12.



be weighed against the costs of additional development which may be overlooked. These costs include the hardship created for existing merchants and local suppliers, decreases in municipal revenues through diminished assessment in less competitive areas, and the undesirable social consequences which may result if the existing pattern of circulation is altered. 8

Therefore, all effects of proposed retail development must be assessed in light of the goals and objectives of both the developers and the community. The importance of policy guidelines for retail development cannot be understated.

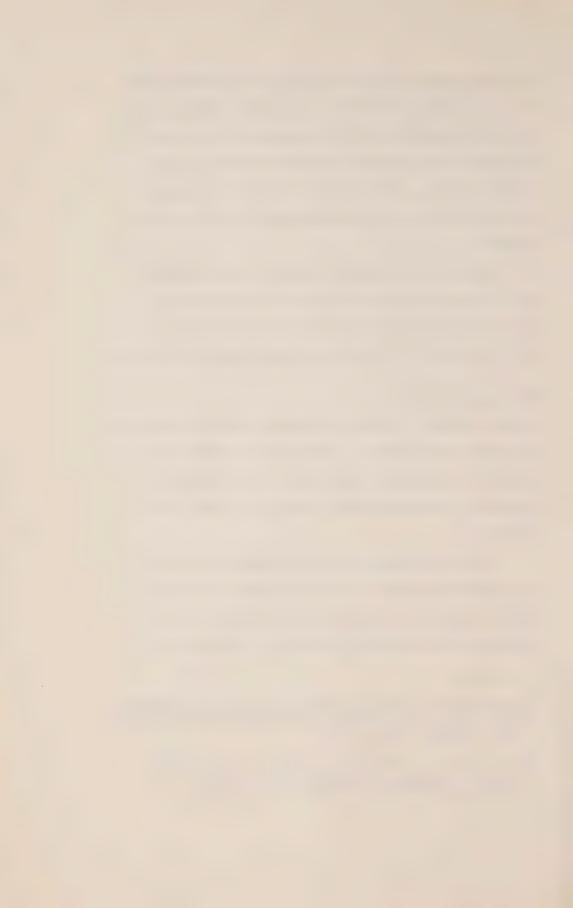
Small-Town Retailing

General Problems - A number of classical features characterize most small retail centres. Factors such as limited local population, geographical isolation, and the dependence on surrounding communities present unique challenges to local retailers. 9

Retail establishments in small communities are faced with limited opportunities to employ economies based on division of labour and merchandise specialization. Small towns tend to be economically unstable, as the industrial

Robert W. McCabe, Shopping Centre Decision Evaluation Guides, Ministry of Treasury Economics and Intergovernmental Affairs (Toronto, 1971), p. 27.

Peter S. Carusone, "The Growing Strength of Small-City Retailing," <u>Journal of Retailing</u> (Winter 1970-71), 46(4):50-58.



base is generally narrow and dependent on one or two major industries. Therefore, local retailers are faced with tighter labour market conditions.

Most small-town retailers suffer from low inventory and mix capabilities. The small size of the local market makes it impossible for retailers to specialize, as specific market segments are not large enough to support a retail enterprise. Consequently, retailers carry a variety of product lines, but only a very limited selection in each line. The inability to stock specialized merchandise leads to increasing patronage of mail order and out-of-town retail facilities (outshopping) further reinforcing the limitations of the local merchant as sales and profits are exported to other communities. 10

Despite the impression which may have been conveyed, prospects for the growth of small-town retailing do exist. Cox and Erickson point out that retail sales in non-metropolitan areas are increasing at a faster rate relative to population and income than are sales in metropolitan areas. 11 The two major problems, however, facing small-town retailers are outshopping and retail leakage.

¹⁰ Carusone, p. 55.

R. Cox, J. Erickson, "Retail Decentralization", MSU Business Studies, (East Lansing Michigan: Bureau of Business and Economic Research, Michigan State University, 1967), p. 43.



Outshopping - Because it is a major problem, outshopping has been the subject of a great deal of research. Salmi and Uhr¹² struggled to define outshopping adequately. They finally concluded that outshopping behaviour constituted at least 12 annual out-of-town purchases, without specifying the types or dollar values of these purchases. Reynolds and Darden¹³ refined the definition by defining outshopping in terms of the percentage of retail expenditures made out of town in various product categories. For our purposes, outshopping may be defined as the exportation of retail sales and profits to other communities. A cause and effect relationship exists between outshopping and retail leakage.

Retail Leakage - Retail leakage manifests itself in a number of ways. Out-of-town shopping reinforces the limitations of the local retail infrastructure by creating an outflow of dollar expenditures. As regional retail development increases and transportation facilities improve, the local retail structure will deteriorate progressively. This conclusion assumes that no new retail development is taking place to stem the expenditure outflow.

¹²A. C. Salmi, E. B. Uhr, "The Outshopping Spectrum: Key For Analyzing Intermarket Leakages," <u>Journal of Retailing</u>, (Spring 1972) 41(1):36.

¹³F. D. Reynolds, W. R. Darden, "Intermarket Patronage: A Psychographic Study of Consumer Outshoppers, <u>Journal of Marketing</u> (Oct. 1972), pp. 50-54.



When dollar export expenditures from small communities increase substantially, the market opportunity for a large-scale regional or national chain retailer increases. Chain retailers narrow the gap between in-and out-of-town shopping and thereby reduce retail leakage. The effect of decreasing the benefits of out-of-town shopping may be viewed in another perspective - as an increase in the relative secondary purchase costs for outshopping. By increasing the cost of shopping out-of-town, or alternatively by reducing the benefit derived from such outshopping, the consumer is encouraged to concentrate a greater proportion of his retail expenditures in the local market.

Purchase Costs - A number of alternatives are available to a consumer planning to make a purchase. The extent of his search is a function of the nature of the product, the price of the product, the urgency of the purchase, and the perceived secondary purchase costs of acquiring the good. The actual cost of the good or service (prime cost) plus a number of secondary purchase costs comprise the total item price.

Secondary purchase costs have been defined by Bender as "monetary and non-monetary costs, exclusive of the prime costs of the target commodity or service, required to affect

¹⁴ Lawrence P. Feldman, "Prediction of the Spatial Pattern of Shopping Behaviour," <u>Journal of Retailing</u>, (Spring 1967), 43(1):25-30.



the purchasers' acquisition of the target commodity or service" ¹⁵. Examples of secondary purchase costs include the costs of time and transportation to the retail location, parking fees, and the time and effort spent in the search for a good or service. Secondary purchase costs are compared by consumers. Buying decisions are, to some extent, affected by the perceived secondary purchase costs of different retail locations. The consumer also attaches more or less importance to secondary costs according to the size of the prime cost expenditure. A large expenditure will not be dissuaded by a small increase in secondary purchase costs. Aside from the obvious advantages in selection gained in larger centres, this attitude accounts for the willingness of small-town consumers to purchase big ticket items out of town.

Bender's research disclosed that small-town consumers are willing to incur larger secondary purchase costs.

Shopping expeditions provide what Bender refers to as "enjoyment value" and are often perceived as recreational in nature, as they furnish the consumer with a "cosmopolitan orientation" which offsets the additional secondary purchase costs incurred.

Demographic And Attitudinal Variables

Studies completed to date have failed to isolate consumer characteristics which are related to outshopping

¹⁵ Bender, p. 2.

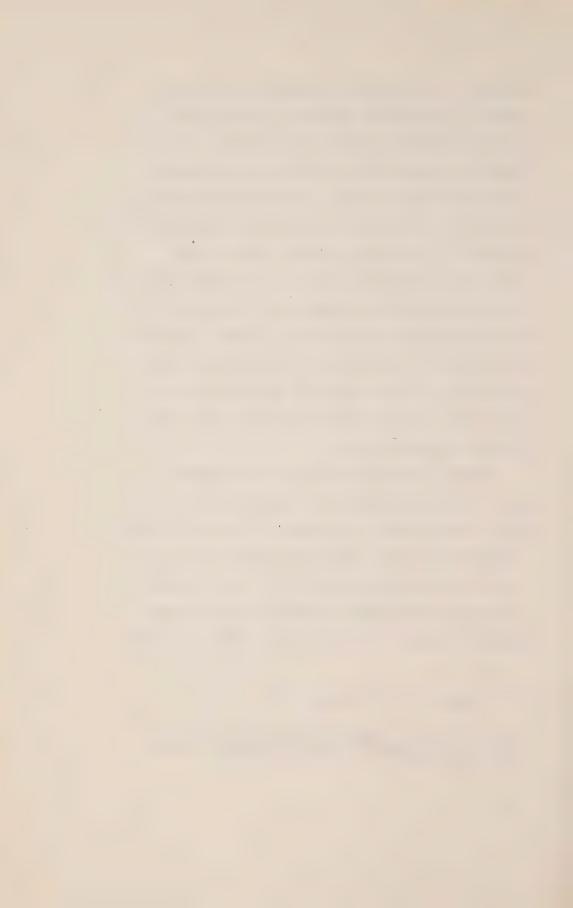


behaviour. In fact, Feldman, Thompson and Reynolds and Darden all concluded that demographic variables were relatively unimportant indicators of outshopping. More commonly, attitudinal variables (perception of limited selection and high prices) are associated with outshopping (see Table 1). Personal interviews conducted by Reynolds and Darden towns tended to be dissatisfied with the selection and quality of goods, particularly soft goods, home furnishings, household appliances and professional services. In addition, local retailers were perceived to have higher prices than area retailers. On the other hand, the friendliness of sales staff and personal service were cited as the major benefits in shopping locally.

Thompson¹⁷ also discovered that heavy outshoppers tended to be more dissatisfied with quality, selection, prices, and store hours. Furthermore, local retailers failed to understand the major causes behind retail leakage and believed that business was being lost to regional centres because an increased number of retailers in each category permitted consumers to comparison shop. Thompson concludes

¹⁶F. D. Reynolds, W. R. Darden, p. 53

¹⁷John R. Thompson, ''Characteristics and Behaviour of Outshopping Consumers,'' <u>Journal of Retailing</u>, (Spring 1971), pp. 70-80.



that outshopping behaviour appears to be related to the overall attitude towards existing "in-town" retail facilities. Table 1 provides the list of reasons for outshopping cited by Thompson.

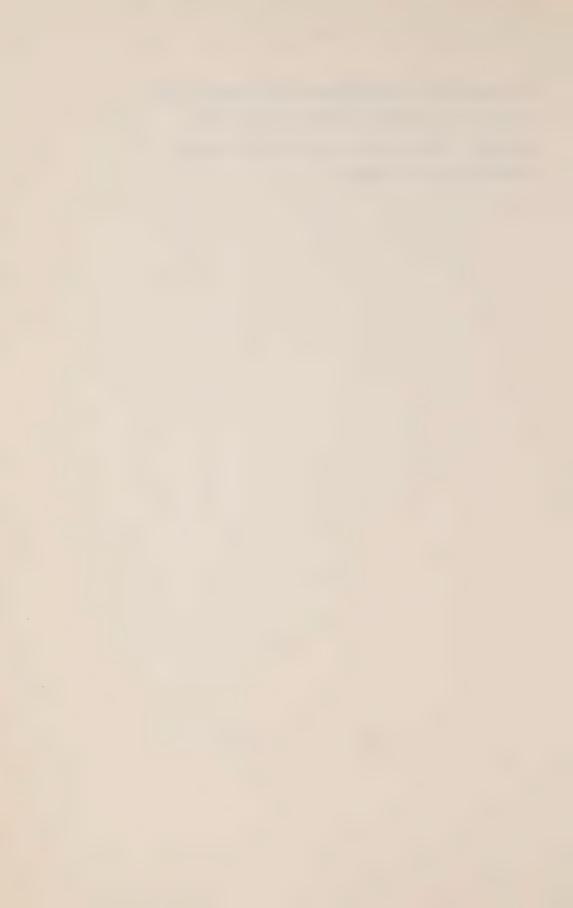
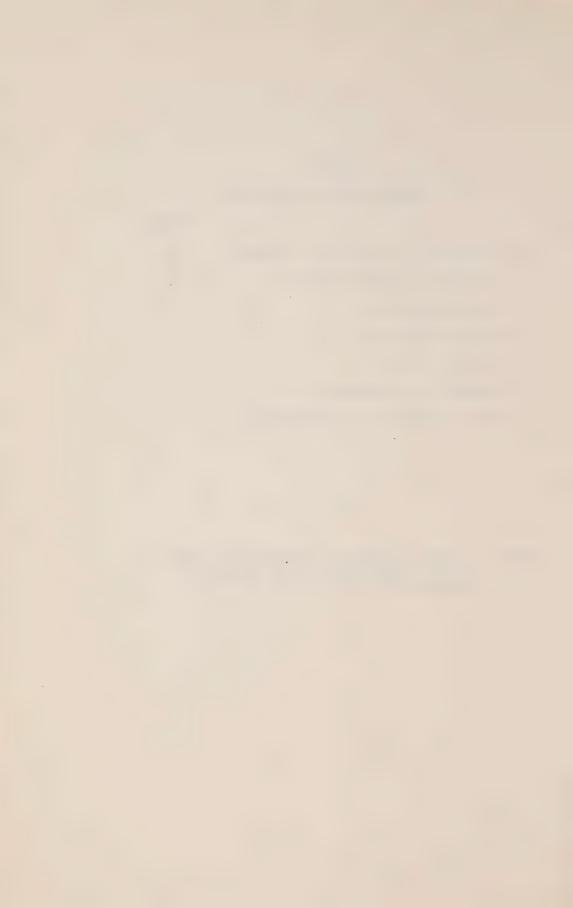


TABLE I REASONS CITED FOR OUTSHOPPING

		Percent
1.	Local stores carry too small a selection	58
2.	To see what is available elsewhere	41
3.	Local prices too high	40
4.	Old, poor quality stock	24
5.	Inconvenient hours	15
6.	Unpleasant store appearance	13
7.	Sales help willing but unknowledgeable	11

Source: Lawrence P. Feldman, "Prediction of the Spatial Pattern of Shopping Behaviour", Journal of Retailing (Spring 1967), 43(1):29.



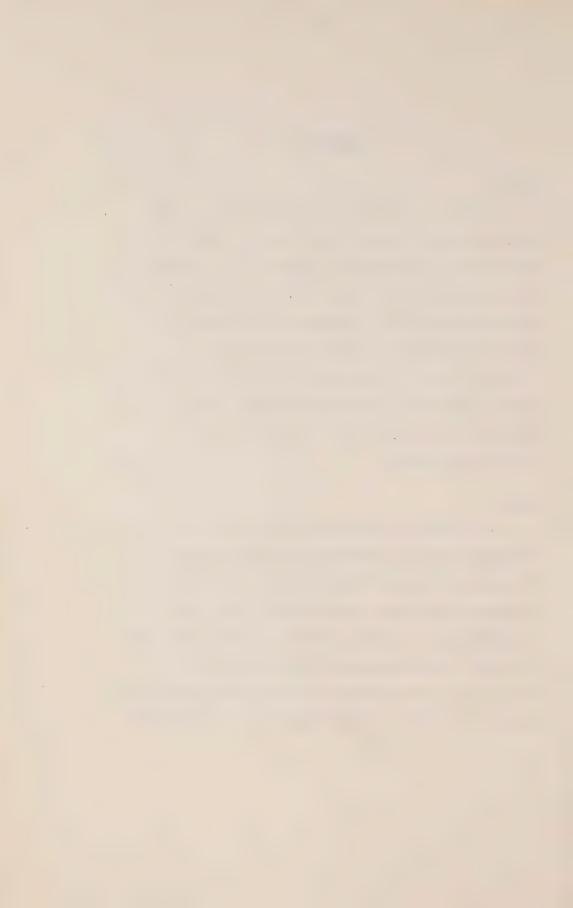
BACKGROUND

History

Ear Falls is a community of 1,853 (October 27, 1975 Municipal Census), located in the District of Kenora, 93 miles northwest of Dryden. The community was incorporated as an Improvement District in 1970 and was elevated to Township status in 1972. In addition to the permanent residents, some 500-700 transient workers reside in or around Ear Falls for various parts of the year. Despite regular enumeration, only a limited amount of current demographic data is available on both the permanent and transient populations.

Growth

The population has more than doubled since 1968, but the extent of future growth remains uncertain, pending the finalization of expansion plans by two major resource-based industries in the area. Population growth seems almost singly dependent on continuing industrial development. What is certain is that population figures, prepared by the municipality, projecting from 4500-8500 permanent and transient residents by 1980 are extremely optimistic. Since 1970, the



Township has grown at an average annual rate of 5.1% ¹⁸. The regional average annual growth rate for the District of Kenora since 1970 is 6.8% ¹⁹. At these rates of growth, the permanent resident population of the Township would be approximately 2,500 by 1980 and 3,500 by 1986 (see Table 2). At the current household size (3.8) and rate of growth, 893 households would comprise the permanent Ear Falls resident population by 1986.

Assuming that the ratio of transients to permanent residents remains unchanged, the total Township population could range up to 3,310 in 1980 and 4,635 in 1986. These projections assume a relatively constant rate of growth through the next 10 years and do not consider unforseen major industrial expansion.

Population

From 1970-1975, the under-19 age group increased the most - 35%. In proportion to the total population, this age group increased from 42.9% to 46.0%. In Ontario, the under-19 age group represented only 34.8% of the total population in 1974. The 20-59 age group increased in absolute number by 18.44%, but declined slightly from 52.3% to 49.2% in proportion to the total population. This

Township of Ear Falls Municipal Housing Policy Statement (March, 1976), p. 3.

Financial Post Survey of Markets (1975/76), p. 218.

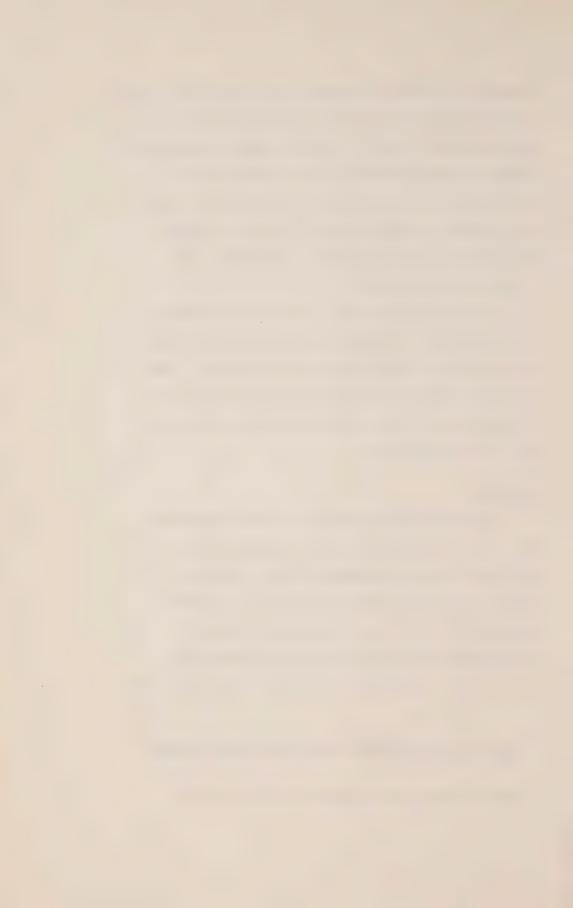


TABLE 2

EAR FALLS POPULATION PROJECTION¹

Year	Local Growth Rate ²	Regional Growth Rate ³
1970	1,474	
1	1,518	
2	1,541	
3	1,709	
4	1,680	
5	1,853	
6	1,948	
7	2,059	2,080
8	2,177	2,222
1980	2,432	2,533
1	2,571	2,705
2	2,718	2,889
3	2,873	3,085
4	3,037	3,295
5	3,211	3,519
6	3,394	3,757

Source: Financial Post Survey of Markets, 1975/76

¹Does not Include Transients

Average Annual Rate of Growth - Ear Falls 1970-75 (5.71%)

Average Annual Rate of Growth - District of Kenora 1970-75 (6.79%)



ratio was similar to the 1974 Ontario age group average of 52.9%. The over-60 segment of the local population increased by 22.53% over the 5-year period while continuing to comprise only 4.8% of the total population. The over-60 population in Ontario comprised 12.3% of the total population in 1974²⁰. Table 3 presents a breakdown of the Ear Fall's population be age and sex. Table 4 compares the age of the resident population with provincial averages.

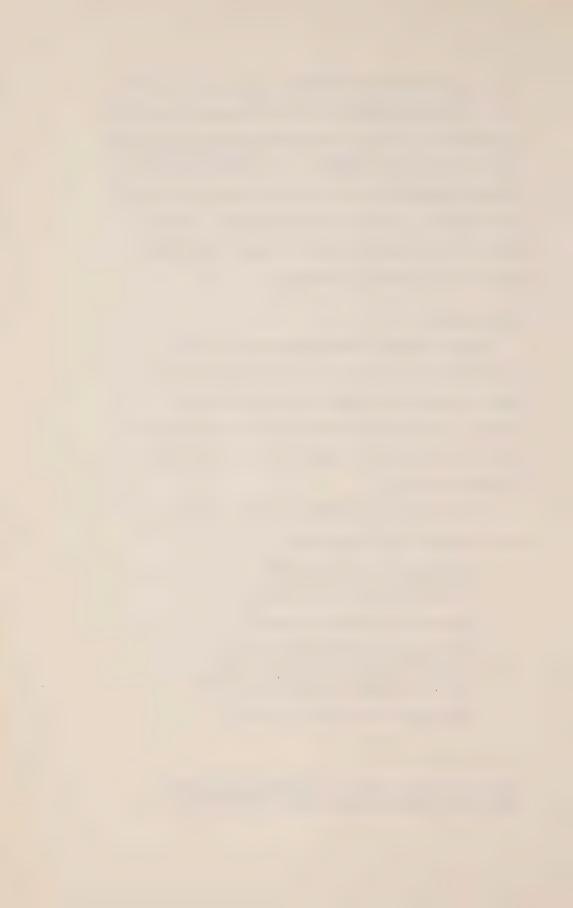
Local Retailing

Although residents have relatively high incomes, the inherent nature of retail facilities in the community limits the selection of goods and services available. As a result, in the classical pattern, retail expenditures are exported to other regional communities with more highly developed facilities.

If these retail expenditures were made locally, they would contribute to the community by

- 1. providing jobs to decrease the dependence on seasonal resource-based industries for employment,
- 2. increasing municipal assessment,
- 3. encouraging the development of local retail facilities which could provide a wider selection of goods and services than are currently available, and
- 4. encouraging new residents to move to Ear Falls.

All population data taken from Township of Ear Falls
Municipal Housing Policy Statement (March 1976) pp. 3-4.



(October 27, 1975)

TABLE 3

RESIDENT POPULATION

BY SEX AND AGE GROUP

Age Group	Male	Female	Tota1
under 5	102	122	224
5-9	129	105	234
10-14	103	109	212
15-19	110	72	182
20-24	69	84	153
25-34	176	168	344
35-44	126	108	234
45-54	72	53	125
55-59	22	19	41
60 or over	48	. 39	87
Unknown	_14_	3	_17_
TOTAL	971	882	1,853

Source: Standard Assessment System Census Report. Region 32 - (October 27, 1975) (n.p.).

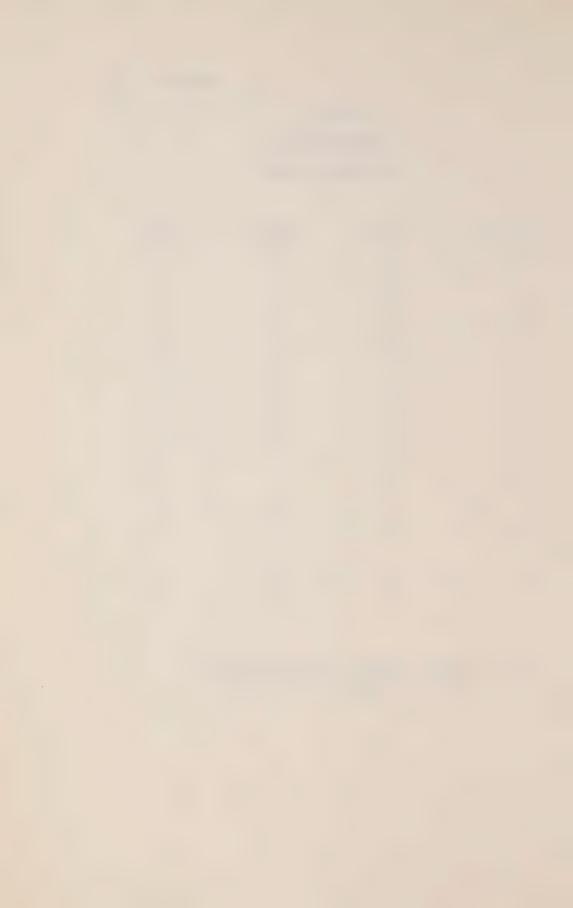


TABLE 4

COMPARISON OF RESIDENT POPULATION

WITH PROVINCIAL AVERAGES

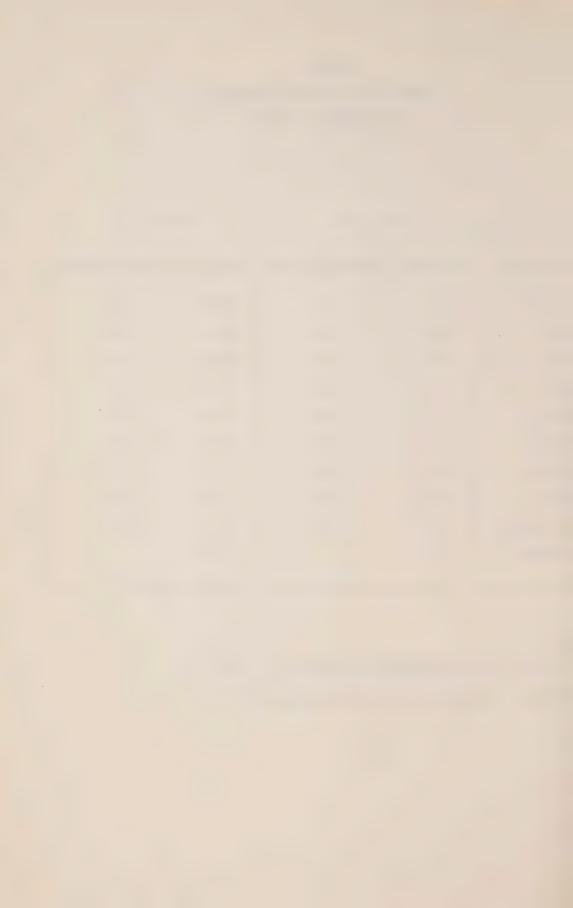
MALES

FEMALES

Age Group	Ear Falls ¹	Provincial Average ²	Ear Falls	Provincial Average
under 5	10.50	8.10	13.83	7.64
5-9	13.29	8.85	11.90	8.36
10-14	10.61	10.40	12.36	9.82
15-19	11.33	9.80	8.16	9.35
20-24	7.10	8.81	9.52	8.73
25-34	18.13	15.50	19.05	15.11
35-44	12.98	12.10	12.24	11.49
45-59	10.12	16.01	8.08	15.85
60 and over	4.50	10.41	06.95	13.92
Unknown	0.10	**	0.34	-

Source: Ear Falls Municipal Records, 1974. (n.p.).

²Source: Financial Post Survey of Markets, 1975/76.



Discussions with local residents indicated that local retailing was affected by

1. geographic isolation and transportation costs,

2. lack of competition.

3. limited selection of merchandise, and

4. merchants involved in municipal government.

Many residents believe that geographical isolation has led to other retail problems. Ear Falls is located 45 miles from Red Lake and 80-90 miles from the larger centres of Dryden and Kenora. Red Lake is not a realistic alternative for retailing in the minds of most Ear Falls residents.

Although a greater variety of retail facilities are available in that community, the quality of the facilities is questionable. Retail facilities of greater variety, number and quality are, however, available in both Dryden and Kenora.

Transportation costs stemming from geographical isolation are the major arguments advanced to support higher local retail prices. A retail food price index (see Appendix 1), coupled with a table of regional freight rates does not support this contention. More importantly, most residents remain unconvinced of the transportation cost argument. In fact, they used phrases such as 'profiteering middlemen' and 'ripoff artists' to describe some local merchants intent on justifying higher retail prices because of transportation costs.

Many residents pointed to increased competition as a probable solution to some of the local retail difficulties.



Yet they remained very wary of the expansion of present facilities because a number of local merchants were involved in municipal government. On several occasions, residents expressed concern that elected municipal officials would exploit their positions in government to improve their control over the local retail market.



RESEARCH METHODOLOGY

The data required for the study was collected in several ways. After having considered the nature of the data required and the constraints imposed by time and money, mail questionnaire formats with, for the most part, structured questions were used to compile regional retail inventories and demographic and shopping behaviour data. Observations of regional retail facilities and retail food prices was also used to gather information.

Telephone and personal interviews were considered as alternative research methods to the two questionnaires.

Telephone interviews would have been too long and respondent disinterest and fatique may have resulted in bias. In addition, telephone interviews fail to provide the assurance of anonymity which is essential in gathering accurate responses to personal questions.

Cost, time and the lack of personal interview skills were the major reasons the personal interview format was discarded.

Retailer Questionnaire

A retail inventory questionnaire was distributed to thirteen local retailers (see Appendix 3). The questionnaire



was accompanied by a cover letter from Mr. V. L. Aultman the Clerk-Treasurer of the Township of Ear Falls, which explained the purpose of the survey and requested co-operation from the retailers. Also included was an addressed envelope in which the questionnaire was to be returned to Lakehead University. One week after distribution, a follow-up letter was mailed to every retailer reminding them to complete and return the survey.

Observation

Data required for the comparison of regional retail facilities was compiled through observation of local and regional retail districts.

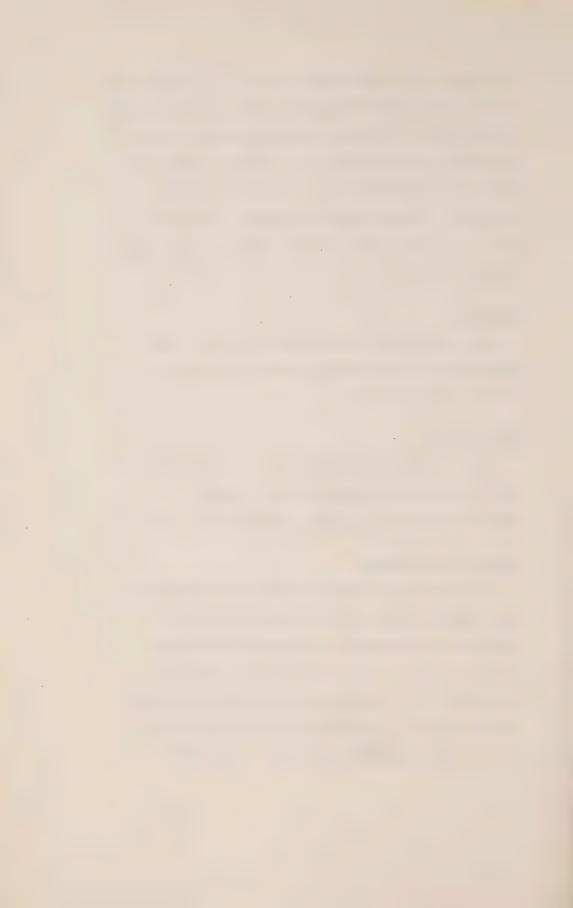
Ratio Analysis

The key retail ratios presented in this section were taken from the Canadian Imperial Bank of Commerce

Commercial Letter Capital at Work, published July 1974.

Householder Questionnaire

Demographic data, shopping behaviour data, and personal retail priorities were collected through a householder questionnaire (see Appendix 4). A personally addressed envelope containing a cover letter from Mr. Aultman, the questionnaire and a stamped, addressed envelope were mailed to each household. The addresses were obtained from the 1975 Post Office Householder Directory. In all, 489



questionnaires were mailed on May 20, 1976. No cover letter was sent out.

Monday, June 7 was arbitrarily designated as the cut off date for returns. Up to that time 165 questionnaires had been returned. This response rate of almost 34% was above the most optimistic expectations, and ensured that representative data was collected. The high return rate resulted from the information package that accompanied the questionnaire and from the concern of the local residents for the present and future development of their community's retail facilities.

The data presented in the analysis applies only to the local resident population, unless otherwise specified.



ANALYSIS OF RETAIL FACILITIES

Comparison Of Regional Retail Facilities

Ear Falls - Like most small communities, the initial retail development in Ear Falls took place along the highway. Since 1970, a centrally located commercial plaza has complemented this original development. Most of the retail establishments carry a limited depth and breadth of assortments, with many stores stocking tourist trade curios and novelties. The 1975 tourist trade, including lodging, has been estimated at \$5,000,000 by municipal officials. Specialty stores are almost non-existent. One regional chain and no national chains operate in the community. Recreational facilities such as a theatre or bowling alley are absent. A summary of local retail facilities is presented in Table 5.

Red Lake - Red Lake retail facilities are predominantly
linear, with development concentrated along two major
roadways. Unlike Ear Falls, many of the stores are multistorey structures. Most stores exhibit a variety of products
although depth and breadth of assortment again appears to be
a problem. The retail facilities, generally, are not well
maintained and lack departmental organization and sophisticated
fixtures and displays. Specialty stores such as jewellers and

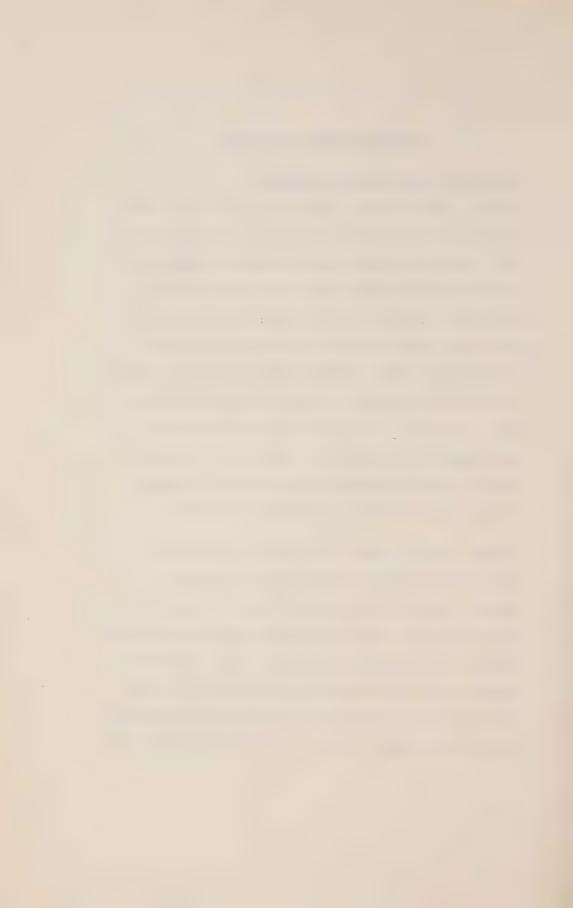


TABLE 5

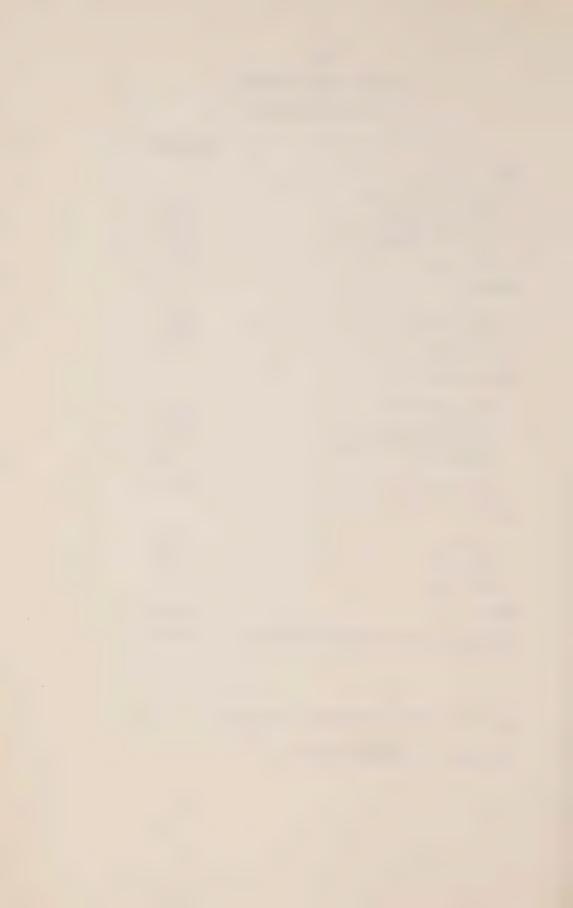
EAR FALLS RETAIL INVENTORY

BY PRODUCT CATEGORY

	Square Feet
FOOD	
Towne Cash and Carry Ear Falls Trading Riverside Cash and Carry McIntyres Sundries	3,400 6,900 1,200 1,100
Sub Total	12,600
CLOTHING	
Sheldons Sweets (75%) Sub Total	1,400 3,000 4,400
HARDWARE/DSTM ¹	
S+S Supercentre Sterling's Weaver's Hardware Smity's Service + Sports Sweets (25%)	5,000 2,100 2,900 2,500 700
Sub Total	13,200
OTHER	
Bakery Bank	1,400 850
Sub Total	2,250
VACANT	1,450
Total Retail Gross Enclosed Selling Space	34,900

Source: Retailer Questionnaire + Estimates

 $^{^{1}}$ Department Store Type Merchandise



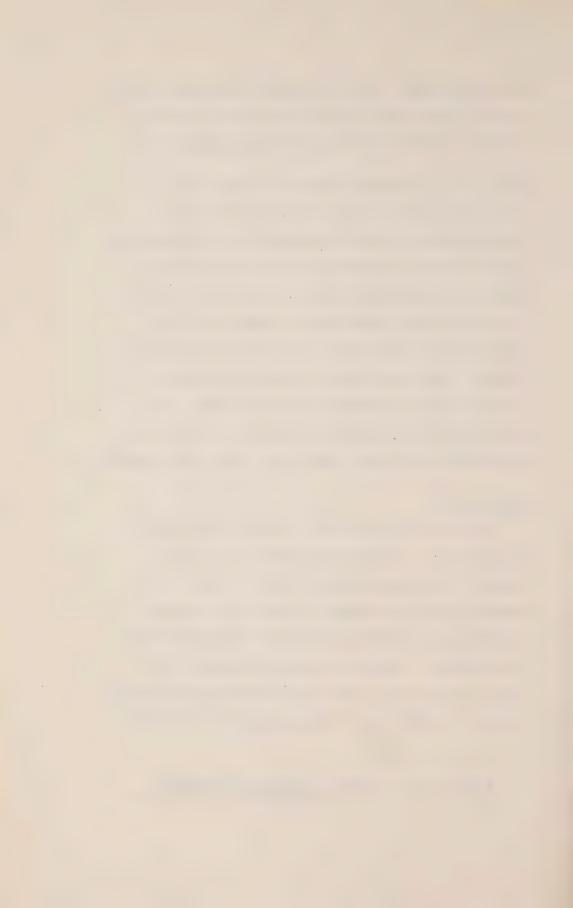
tailors are common. A number of regional and national chains are also located in Red Lake and recreational facilities including a theatre and bowling alley are available.

Dryden - With the possible exception of Kenora, retail facilities in Dryden are the most sophisticated in the immediate region. Dryden is characterized by linear and non-linear development, indicative of a reduced dependence on tourist traffic for retail volume. Assortments are superior to those in regional communities, and stores are highly departmentalized, with sophisticated in-store displays and fixtures. Again, multi-storey buildings are prominent, as are a wide variety of speciality shops and stores. The facilities generally appear to be clean and well maintained. Many national and regional chains also operate in the community.

Ratio Analysis

Ratio analysis can be used to "examine relationships between accounts and sets of accounts" ²¹. The ratios presented in the Canadian Imperial Bank of Commerce Commercial Letter are intended to serve only as a general benchmark against which the performance of individual firms can be measured. The ratios represent "averages" in the Canadian retail sector, and the numerical values are weighted in favour of larger firms. The ratios apply to the retail

²¹ J. Buckley + D. V. Lightner, Essentials of Accounting (Encino Calif.: Dickenson Publishing Co., 1975), p. 200.



businesses in Ear Falls only as far as they are typical of other Canadian retailers in their category with respect to size, product mixes, and stages of development.

Ratios for six different classifications which cover the retail spectrum in Ear Falls are presented in Table 6. Ear Falls Trading, Towne Cash and Carry, and Riverside Cash and Carry are classified as food stores; Sheldon's and S and S Supercentre as departmental stores; McIntyre Sundries as a variety store; Sweets as a dry goods store; Weaver's as a hardware store; and Smitty's Sports and Service as a general retailer.

The percentage return on total assets after taxes represents a rate of return ratio which is derived by dividing net income after taxes by the total assets employed to earn that net income. This ratio compensates for business size to some extent and provides a relative measurement of the rate of return. All six categories are below the Canadian retail average for return on total assets. This fact indicates one of two things - either assets are not being employed as efficiently as they are by other retailers, or the categories are low-return, risk-free types of retailing. With cost of sales equalling, on the average, 75.2% of total retail sales revenues, the efficient use of inventory represents a major key to retailing success.

The ratio of taxable income to taxable loss provides another indication that Ear Falls retailers are in risk-free



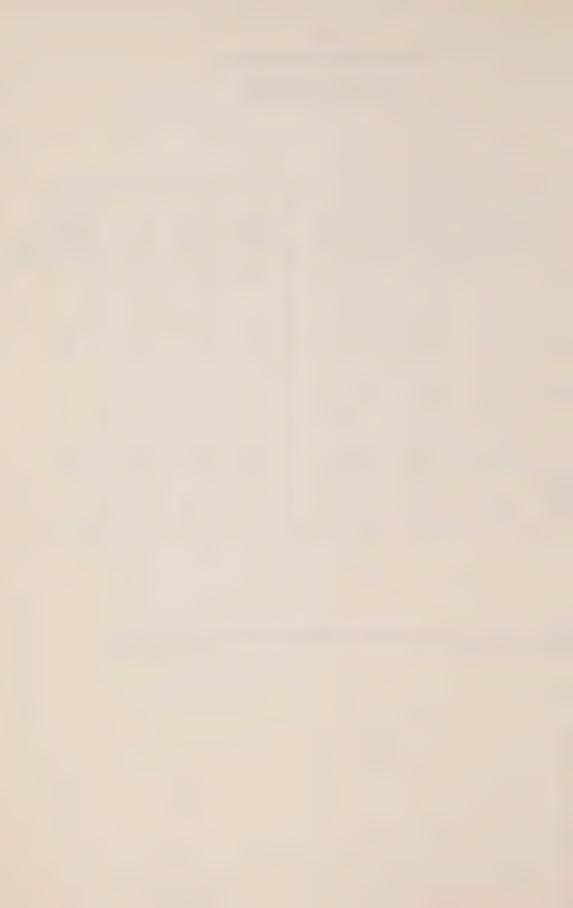
TABLE 6

SELECTED RETAIL TRADE RATIOS

FOR CANADIAN RETAILERS

	% Return on Total Assets (After Taxes)	% Profit on Net Worth	% Profit on Sales	% Cost of Sales to Sales	% Debt To Equity	Current Ratio	Ratio of Taxable Income to Taxable Loss
Stores	5.3	7.9	1.0	80.9	24.4	1.4	6.3
ment es y Stores	4.6 7.8	5.2	1.3	67.9	11.2	1.9	5.1 62.0
l handise ods	5.9	7.6	2.1	77.5	51.2	2.0	8.2
re es	7.1	13.7	3.2	66.9	9.2	1.9	5.2
an Retail e Average	11.8	23.6	3.7.	75.2	21.6	1.6	5.7

Canadian Imperial Bank of Commerce Commercial Letter, Capital At Work, (July/August, 1974), p.7.



categories. All categories are near or above the retail trade average for this ratio. Given the smaller size of the local retailers and the economic instability of small communities, retailers in Ear Falls appear to have opted for risk-free, lower-return forms of retailing. This fact is borne out by the profit on net worth and the profit on sales ratios. Again all six categories are below the retail trade average. The percentage profit on net worth may be diluted. Most local retailing facilities are family owned, with high proportions of equity. Increasing net worth has the effect of diluting the profit ratio. Finally, with the exception of the food and general merchandise stores, the cost of sales to sales ratio is below the trade average. Food stores, because of their inherent nature, are faced with high costs of sales. In all categories, the ratio likely reflects the high prices which independent retailers must pay for goods.



DEMOGRAPHICS AND SHOPPING BEHAVIOUR ANALYSIS

Population

The resident population appears to be more stable than the age breakdown indicates (see Table 3). Generally speaking, population stability is closely related to age, with older populations becoming increasingly stable. The Ear Falls resident population is relatively young when compared to the Ontario population (see Table 4). At the same time, responses to survey questions 1 and 2 (see Appendix 4) indicate unusual stability. Almost two-thirds of the household heads have lived in Ear Falls over five years. Only 10% have plans to leave the community within three years, and 43% plan to remain indefinitely. The retail needs of the local population are reflected in these unique characteristics. Young, stable families require home furnishings, appliances and other consumer durables, in addition to other goods and services associated with growing families such as childrens clothes and toys.

The average household size is above the Ontario average of 3.3 persons. The population is most likely composed of a large number of young families, as almost half of the households have three or four members, while only 10% have more than six.



Employment and Earnings

The Griffith Mine and Reed Paper Company are the two major employers in the Ear Falls area. The mine is an iron ore pelletizing complex which currently employs approximately 620 workers. Reed Paper employs 230 workers from Ear Falls. Expansion plans which could increase workforce requirements for Griffith to 1000 men have been forestalled by fluctuating ore prices on world markets. A second phase of expansion by Reed Paper would create an additional 200-470 jobs in the area. Other major employers in the region include Boise Cascade, Ontario Hydro, South Bay Mines and the tourist operators.

Competition for labour in Ear Falls has equalized incomes at Griffith and Reed Paper. The average rates for both companies are \$6.30 per hour, or \$13,100 annually. 22 The annual wages are somewhat below March 1976 Statistics Canada 23 figures for mining and paper and allied workers wages (see Table 7). In light of this discrepancy, a significant proportion of the industrial employees annual wages are probably earned through overtime premiums. The average annual salary reported by household heads was

Township of Ear Falls Municipal Housing Policy Statement (March, 1976), p. 5.

Statistics Canada, Employment and Earnings (March, 1976), Cat. 72-002, p. 51



TABLE 7

SELECTED CANADIAN AVERAGE WAGES

BY OCCUPATIONAL GROUP

OCCUPATIONAL GROUP	WEEKLY WAGES(\$)	ANNUAL WAGES (\$)
Paper + Allied Industries	263.87	13,721
Mining	298.88	15,542
Tradesmen (Construction)	295.79	15,381
Service	146.41	7,613
Sales	164.11	8,534
Government (Transportation and Communication)	234.19	12,187

Source: Statistics Canada, Employment and Earnings (March, 1976), Cat. 72-002.



\$13,250. Yet the modal category was \$15,000 - 19,999, with 30% of the respondents falling into this category. One possible explanation is that some non-household heads with relatively lower annual earnings may have completed the questionnaire and substituted their lower incomes for the household head's annual income.

Surprisingly, one third of the households have more than one wage earner. Although the income of these individuals, in addition to that earned by transients, was not requested, they significantly increase the total purchasing power in the community.

An occupational breakdown based on the Standard Industrial Classification (SIC) Code in the Ear Falls Householder Directory is provided in Table 8. By also collecting occupational data through the questionnaire, a unique opportunity to assess the internal validity of the replies was presented. However, although the SIC code contains upwards of 100 job classifications, it was too complex for our purposes. Attempts to develop clearly defined, mutually exclusive job classifications were only partially successful, and may, to a large extent, account for discrepancies between questionnaire results and Householder data. Nevertheless, the differences are interesting to note and point out the difficulties usually encountered in gathering occupational data.



TABLE 8
OCCUPATIONAL BREAKDOWN

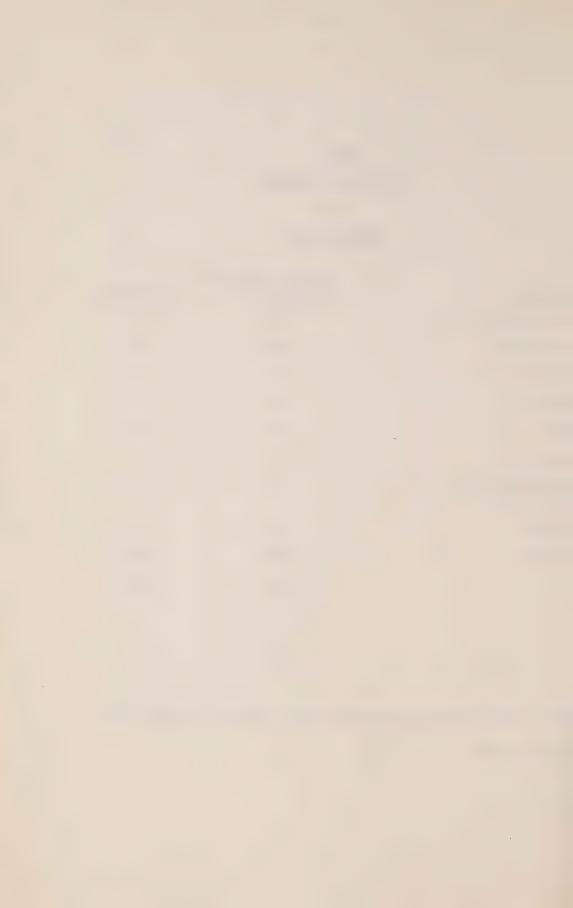
FOR

HOUSEHOLD HEADS

Occupation	Standard Industrial Classification	Questionnaire
Managerial/Clerical	2.10%	16.10%
Professional	1.68	4.90
Tradesman	8.21	32.5
Service	8.00	8.0
Sales	3.16	3.7
Industrial	65.47	19.6
Transportation and Communication	8.21	6.1
Academic	1.26	4.3
Retired	1.90	-4.9
	100.1	100.0

Source: Post Office Householder Directory, District of Kenora. 1976.

¹Rounding Error



Almost three quarters of the household heads are engaged in "blue collar" occupations, according to the SIC code.

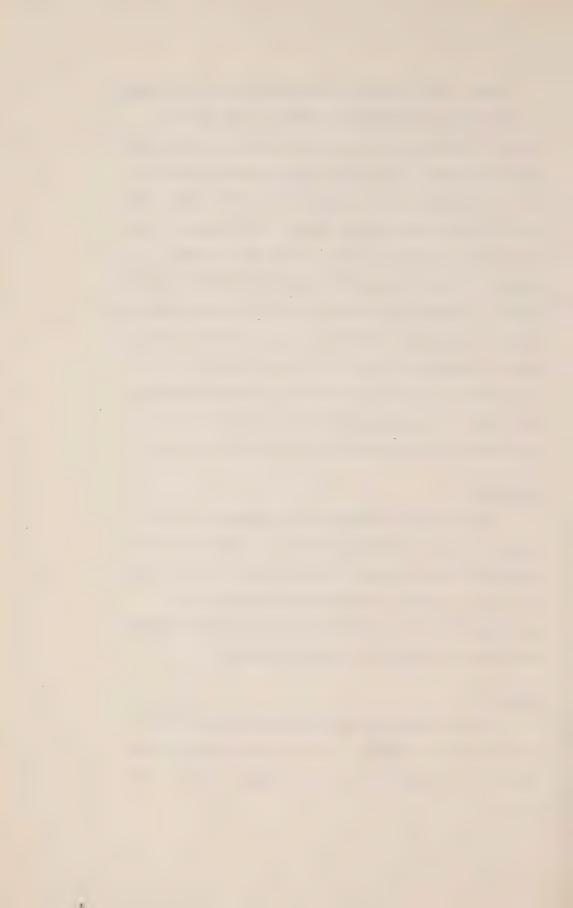
Table 7 indicates that blue collar jobs are among the highest paid professions. Sales and service occupations account for only one in nine jobs for household heads in Ear Falls. This ratio is brought about by two factors. The variety of sales and service industries operating in any small regional community are more limited than those in larger metropolitan centres. Secondly, the availability of high paying blue collar jobs may discourage household heads from retaining sales and service occupations. Most of the sales and service occupations in Ear Falls are likely to be held by non-household heads, as a supplementary source of income. As well, less than 2% of the household heads are listed as retired.

Education

The educational attainment of the household heads is reflected in the occupational breakdown. Almost 60% of the population did not graduate from high school, although 40.6%, the largest category, did complete one or more years. Approximately 10% had attended university without graduating while one in fifteen were university graduates.

Housing

The housing question appears to have created the most confusion for respondents. Forty-six percent indicated that their monthly payments for rent or mortgages were less than



\$150. While a very high proportion of the Ear Falls population lives in mobile homes (33%) and housing prices in the community are low in comparison with other Ontario communities, the almost 50% response in the less than \$150 category seems unreasonably low. Presumably many respondents who own their homes outright and do not make rent or mortgage payments failed to correctly code their responses "not applicable". The overall positive skewness of the distribution reflects the impact of low-cost mobile housing which is very prevalent in Ear Falls.

Mobile homes comprise 33% of the housing units currently in Ear Falls. The Ontario average for mobile homes is 0.7% of total housing units. 24 Sixty-one percent of the Ear Falls resident population rent housing, while the Ontario average is 37%. Apartment space is very limited, housing only 3.3% of the population as compared with the provincial average of 27%.

Single, detached homes ranged in price from \$29,000 for three bedrooms, to \$31,000 for five bedrooms in 1974. An average-sized lot of serviced land costs approximately \$10,000. 26 Current housing prices in Thunder Bay are much higher. In the recently completed County Park Subdivision, three-and-four bedroom homes sell for \$54,000 - \$58,000 and serviced land costs \$320 per foot of frontage.

²⁴ Statistics Canada, 1974. p. 43

²⁵Ear Falls Municipal Records, 1974.



Non-Work Related Trips

The number of non-work related trips out of Ear Falls since the beginning of the year is, to some extent, dependent on when a particular respondent completed his questionnaire. Since questionnaires were returned over a two-week period, earlier replies should generally include fewer trips, particularly for respondents who travel frequently.

The period of time covered by the question was approximately 20-22 weeks and the mean number of trips made was 13.65. Almost two-thirds of the population made less than 15 trips during the specified period. However, 20% made at least 1 trip per week.

Statistics indicate that two types of travellers predominated. More people fell into the 5-9 category than any other. This group probably makes one or two trips monthly. Casual discussions with several residents indicated that "highly organized" shopping excursions are carried out regularly. A number of individuals pool resources and travel to another community to shop, to receive medical or dental care, and for other assorted reasons. Those individuals who discussed their trips with us were firmly convinced that through careful organization, the time and cost associated with travelling was rewarded with significant savings in the purchase price of food and other commodities. Others stated that the trips simply provided an opportunity to "get away" at no cost.



The second group of travellers, making one trip out per week, usually travel for business-related reasons. Higher time and travel costs nullify the apparent price advantage gained by shopping in regional communities every week.

Destinations

The six regional communities listed as possible destinations for non-work related trips are from 45 to 320 miles from Ear Falls. Dryden was cited by almost 50% of the respondents as their most common destination. Only 17.8% preferred Kenora. Red Lake, the closest community to Ear Falls is only slightly more popular than Winnipeg (13.5% vs. 12.3%).

Winnipeg was the most common secondary destination, as 24.8% of the population travelled there most often. Dryden and Kenora followed closely behind with 22.8%. Dryden's high placing as a second-choice destination reveals the travelling preferences of Ear Falls residents. Correctly, no respondent listed the same community as his most common primary and secondary destination. Therefore, the choice of Dryden as a primary destination by 50% of the respondents effectively eliminated this portion of the population from selecting Dryden as the most common secondary destination. As a result, 45.6% of the remaining respondents actually selected Dryden as the most common secondary destination.



Using the same analysis for Winnipeg demonstrates that only 27.5% of the effective population selected Winnipeg as the most common secondary destination, while another 27.6% selected Kenora.

Reasons For Travelling

Six possible reasons for making a trip out of Ear Falls were provided to aid recall. Only 3.7% and 2.5% of the respondents respectively found it necessary to specify a reason other than those provided for the two questions. These percentages indicate that the spectrum of reasons was well covered. Forty seven percent of the population listed shopping as the most common reason for travelling. Some 18.3% mentioned business and 17.7% travelled to receive medical/dental care. Only 1.2% specifically listed entertainment as the most common reason for taking trips.

Shopping, the second most common reason for travelling, accounted for 31% of the secondary reasons given. Medical/dental care was singled out by 23.3%, and visiting was cited by another 17%. The number who listed entertainment as the second most common reason increased almost tenfold to 11%.

A similar analysis, as was used for the primary and secondary destination questions, can be applied here. This analysis discloses that 58.8% of the "effective" population listed shopping as the second most common reason for travelling out of town. On the other hand, 28.4% cited medical/dental care and only 10.8% listed entertainment.



Outshopping

In an attempt to delve more deeply into the reasons for outshopping behaviour, respondents were asked if they would continue to shop out of town if goods and services, currently unavailable locally, suddenly became available (see Appendix 4, question 14). The question was unfortunately worded in that it implicitly assumes that outshopping is the result of limited local selection. Numerous other variables obviously contribute to outshopping behaviour. The results were nonetheless surprising; fifty-five percent indicated a willingness to stop outshopping, with 6 percent not replying to the question. There is no way to determine if respondents assumed that other retail variables such as price, store location, friendliness, and knowledgeability of sales clerks would also be equal. If this was the case, the responses serve only to indicate that an Ear Falls resident would rather purchase a particular product or service in Ear Falls than drive to Dryden or Kenora to buy the identical product under identical conditions. If the other variables were not controlled for by respondents, availability and selection appear to be the key variables in outshopping.

Retail Leakage

Having determined that a significant amount of outshopping exists, the extent of the retail leakage must be



assessed. Retail purchases were classified into four categories - food, clothing, homefurnishings and hardware and related merchandise. Respondents were asked to indicate in which community they usually purchased these goods. Secondly, they were requested to estimate what proportion of their total annual retail purchases in each commodity group was made in Ear Falls (see Table 9).

Food - Only 44.8% of annual retail food purchases were made locally. Dryden and Kenora combined to attract 42.4% of the local retail food expenditures. One-quarter of the respondents purchased food almost exclusively out of town, spending less than 10% in Ear Falls. Almost 30% purchased more than 75% of their food in the community.

Clothing - Only 11% of the total annual clothing purchases were made in Ear Falls. Eighty percent of the population made less than 25% of their annual expenditures for clothes locally. Clothing merchants in Winnipeg and Dryden were the major benefactors, accounting for 32% and 29% respectively.

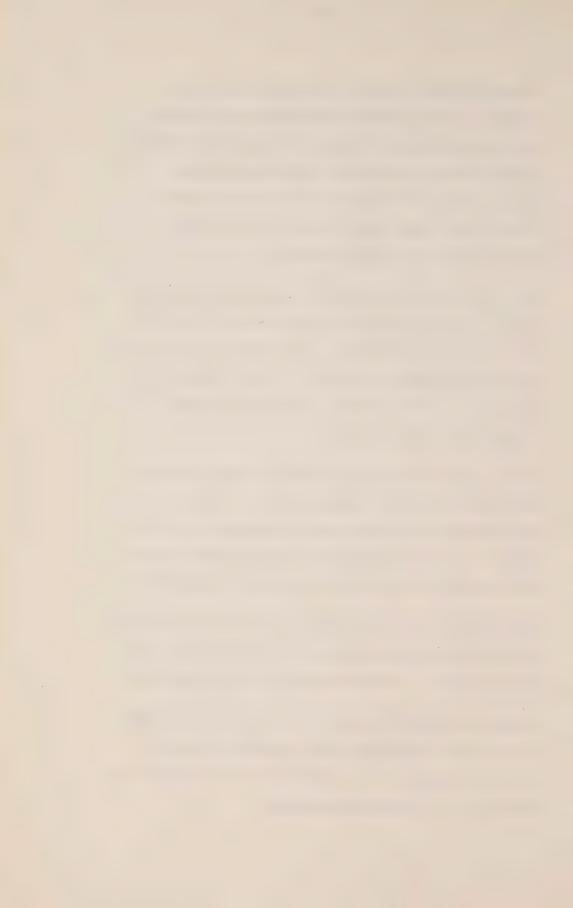
Homefurnishings - The pattern was repeated for homefurnishings.

Only 16% of the annual expenditures for homefurnishings were

made in Ear Falls. Winnipeg captured 42% of the expenditures.

Hardware and Related Merchandise - Ear Falls retailers fared better in the hardware and related merchandise category.

Thirty-eight percent of the expenditures in this category were made locally, with Dryden capturing 36%.



Future Retailing Priorities

Selection and Quality - The final series of questions explored attitudinal variables and attempted to determine what the local population believed to be the future retailing priorities for the local community. When asked to rate the selection and quality of goods offered locally relative to other communities, 53% of the respondents were satisfied, although only 9.3% rated local retailing as very good. Forty-seven percent were not satisfied, with one in five describing local selection and quality as poor.

Retail Prices - Local retail prices were a controversial issue with many of the residents. A comparison of food retail prices for five Northwestern Ontario communities is presented in Appendix 1. What is perhaps more important than the actual retail food price differentials is that 90% of the residents believe that retail prices are higher in Ear Falls. One-half believe local retail prices are 10-19% higher, while another three out of ten think they are 20-29% higher.

Retail Priorities - The final question attempted to provide a forum for input into the development of retail priorities. Four out of five respondents listed what they believed to be the most important needs of the community and provided some very candid comments on the present retail situation



in Ear Falls. Some of the priorities listed, however, cannot be strictly classified as retail facilities (see Table 10).

Food - The comments indicated that food prices in particular were a major concern. Of those who specified the need for a supermarket chain, the majority referred to the Safeway chain. The survey of regional retail facilities turned up a Safeway supermarket in Dryden. Store personnel indicated that a significant number of Ear Falls residents shopped there regularly. The overwhelming preference for Safeways indicates a high degree of satisfaction with the store. This attitude is not evident with respect to local food retailers.

Clothing - Retail leakage is higher for clothing than for any of the other four retail goods categories. In contrast to the food category, where criticisms were centred predominantly on price, respondents were distressed most about the lack of selection and quality in clothes lines. Price was a secondary factor.

Hardware Automotive - The hardware/automotive category is a broad classification encompassing a wide variety of retail facilities. This fact may, to some extent account for its popularity among respondents.

Other - The final three retail priorities cited all operated under the same handicap. The question (question 25, Appendix 4)

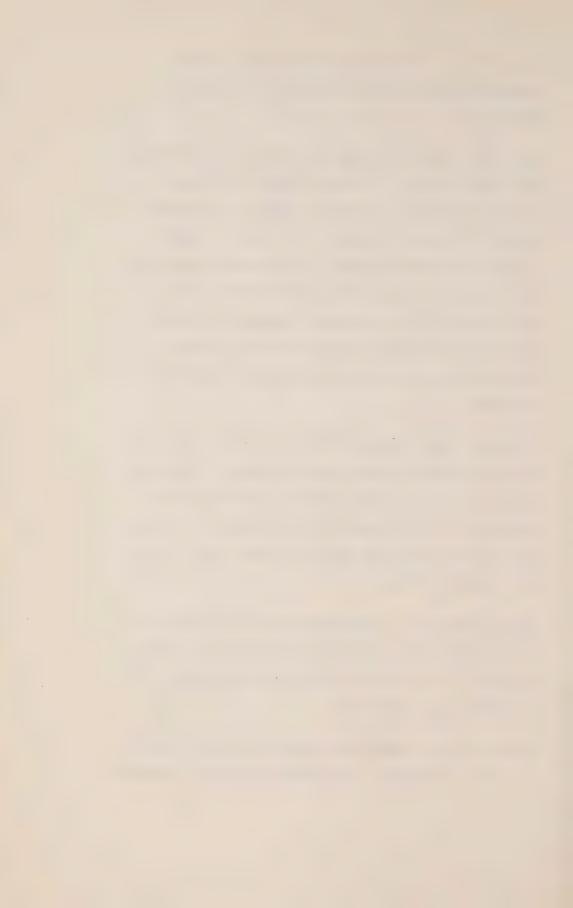


TABLE 9

ANNUAL RETAIL LEAKAGE
BY PRODUCT CATEGORY

PRODUCT CATEGORY	RETAIL LEAKAGE ¹ (In %)	RETAIL LEAKAGE ² In Dollars
FOOD	55.2	\$671,000
CLOTHING	89.0	492,000
HOME FURNISHINGS	84.0	355,000
HARDWARE AND RELATED MERCHANDISE	61.8	166,000
TOTALS	68.46	\$1,684,000

The percentage of total annual purchases made outside of Ear Falls.

Annual household expenditure for the product category multiplied by the rate of retail leakage.

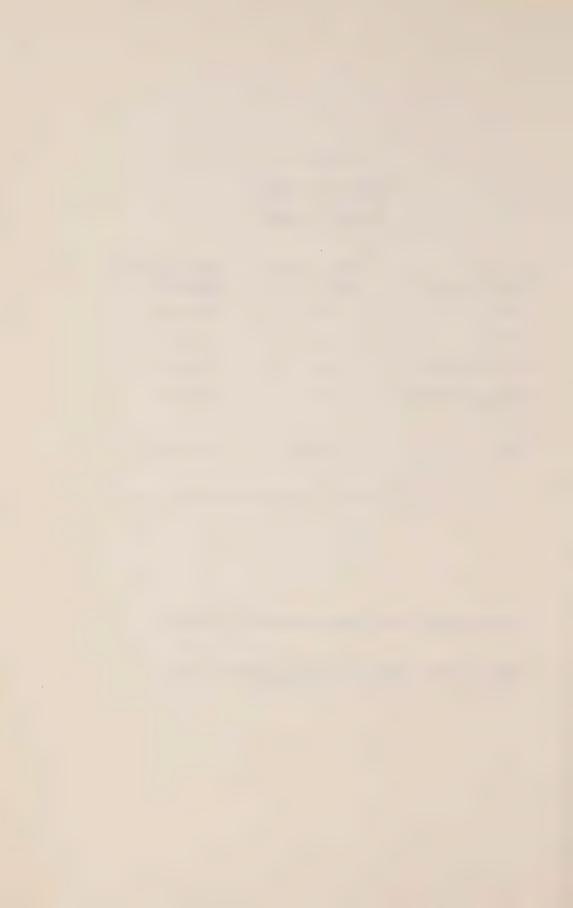


TABLE 10 EAR FALLS RETAIL PRIORITIES

Supermarket Chain	55
Clothing/Department Store	45
Hardware/Automotive	44
Medical/Dental Facilities ¹	25
Recreation/Entertainment Facilities ²	20
Takeout Food Establishment	11

¹Includes a Pharmacy

 $^{^{2}\}mathrm{Theatre}$ and Bowling Alley Mentioned Most Often



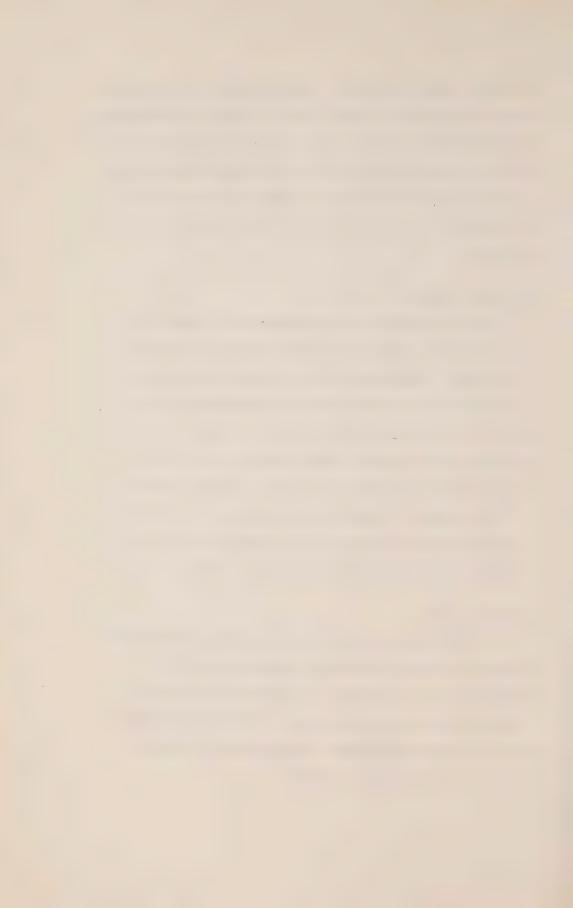
specified "retail facilities". Understandably, some respondents may not have placed the medical/dental, recreation/entertainment, or takeout food facilities in the spectrum of retail facilities. With this limitation in mind, the 25% who wanted medical/dental facilities suggests that local residents need these services. The availability of local medical and dental services is worth examining.

Additional Comments

Forty-four percent of the respondents who commented on the local retail situation specifically mentioned high prices as a problem. Furthermore, very few accepted the argument that higher prices are the result of transportation costs. One in nine expressed concern over lack of selection. Almost 15% suggest that increased competition was needed locally. Some expressed fears that retailers were "gouging" consumers or "profiteering". Others felt that while many local retailers continued to play an active role in municipal politics, the retailing situation would only deteriorate further.

Crosstabulation

A crosstabulation procedure, designed to isolate specific members of the sample population exhibiting two given characteristics, was performed to examine the relationship between variables in greater detail. Of particular interest were the relationships between demographic and attitudinal variables and outshopping variables.



A positive relationship between attitudinal and outshopping variables and the absence of a definite relationship between demographic and outshopping variables would confirm earlier studies conducted by Salmi and Uhr and Reynolds and Darden. A summary of crosstabulation results is presented in Appendix 5.

The demographic variables - income and household size - were crosstabulated with the following outshopping variables: trips out of Ear Falls, primary destination, secondary destination, primary reason for making the trip and then the secondary reason.

We would expect that outshopping variables should not change significantly for different categories of income or household size. Conversely, a significant change should be discernable for outshopping variables and for different categories of attitudinal variables.

Chi-square, a statistical technique which is useful in analyzing relationships between two variables was used to test the data. A null hypothesis (HØ) which postulated that there was no relationship between outshopping variables and demographic and attitudinal variables was tested at a 0.05 level of significance.

HØ: there is no systematic relationship between outshopping variables and demographic variables (statistical independence).



IIA : there is a systematic relationship between outshopping variables and demographic variables (statistical dependence).

The null hypothesis was accepted for all but two crosstabulations. For income versus primary reason for travelling and household size versus secondary reason for travelling the alternative hypothesis was accepted. A mild relationship does exist between both sets of variables. The probability of error is, however, much higher for household size versus secondary reason for travelling. The conclusion that these two variables were statistically dependent would be incorrect 4,177 times in 10,000. The error probability for income versus primary reason is one thirtieth of that of the first set of variables.

To assess the relationship, if any, between outshopping and attitudinal variables another set of hypothesis were tested.

HØ : there is no systematic relationship between outshopping variables and attitudinal variables (statistical independence).

HA: there is a systematic relationship between outshopping variables and attitudinal variables (statistical dependence).

Attitudinal variables including the perception of retail price differentials and the quality of retailing were crosstabulated with the outshopping variables listed previously.

The data for this set of crosstabulations proved to be inconclusive. The absence of any strong relationships



between attitudinal variables and outshopping variables, as suggested by earlier studies was surprising, given the attitudes which many local residents expressed with respect to local retailing and retail facilities.



DETERMINATION OF RETAIL REQUIREMENTS

Aggregate Personal Income

As has been demonstrated, many of the household heads in Ear Falls earn high incomes. In fact, three out of ten earn between \$15,000 and \$20,000 annually. In addition, approximately 500-700 transient workers and 160 households with more than one source of income contribute to the aggregate personal income of Ear Falls and the surrounding region.

With household head salaries averaging \$13,250 (see Table 7), their aggregate annual personal income amounts to \$6,480,000. Transient workers' incomes would logically be higher because their increased mobility allows them to pursue higher wages in different geographical locations. Assuming an annual wage rate of \$15,000 for 500 transients spending, on the average, 4 months in or around Ear Falls every year, produces an aggregate personal income figure of \$2,500,000. Clearly, with so little actual data available on transients, the aggregate personal income will vary according to the assumptions made with respect to mean wage, number of transients, and average annual work period.

²⁶489 household heads multiplied by \$13,250.



With these limitations in mind, the \$2,500,000 represents a conservative estimate.

Secondary Sources

At least 160 secondary sources of household income exist. This classification is, however, more difficult to pinpoint because the actual wage earner may be a non-family member residing in the household and earning a comparable wage to that of the household head, or a family member with a part-time job which supplements the household head's income. A further complication results because the actual number of secondary wage earners was not determined. Again, the best approach is conservatism. Assuming 200 secondary wage earners, with average annual incomes of \$4,000, the aggregate personal income totals \$800,000.

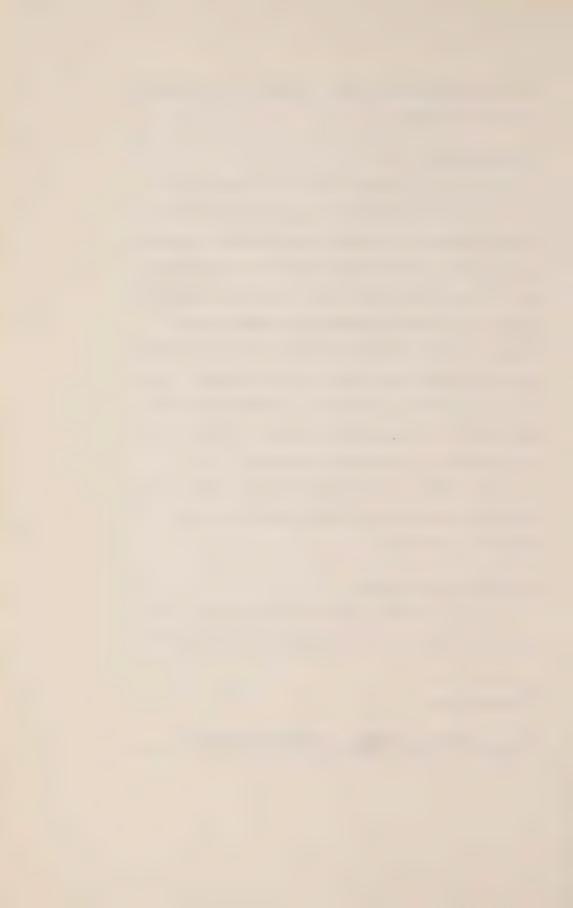
The estimated annual aggregate personal income for all Ear Falls resident and non-resident wage and salaried employees is \$9,800,000.²⁷

Personal Disposable Income

Personal Disposable Income has been defined as "total personal income less net tax payments to the government". 28

²⁷rounded figure.

²⁸L. G. Reynolds, Economics - A General Introduction Homewood, Illinois (Richard D. Irwin Inc., 1973), p. 281.



Canadian consumers spend 94% of their disposable income. 29 In this sense, personal disposable income provides a reasonable measure of purchasing power.

Per capita personal disposable income is a relative measure of purchasing power computed by dividing aggregate personal disposable income by the number of people in a community, province or country. As such, it provides a means for comparing purchasing power among communities and regions of varying population size. Table 11 presents data on personal disposable income by income group.

A summary of per capita personal disposable income in constant dollars for selected cities and regions is presented in Table 12. The survey data produces a per capita personal disposable income figure of \$3,545. This figure is substantially below the Financial Post Survey of Markets estimate for the Kenora district of \$4,720. The apparent discrepancy can result from an underestimation of the aggregate personal income in Ear Falls, or the large household size in the local community. Applying the Ontario average household size to the Kenora estimate of per capita personal disposable income produces an average household

L. G. Reynolds, Economics - A General Introduction Homewood, Illinois (Richard D. Irwin Inc., 1973), p. 281.

average household personal income less the prevailing tax rate divided by average household size.



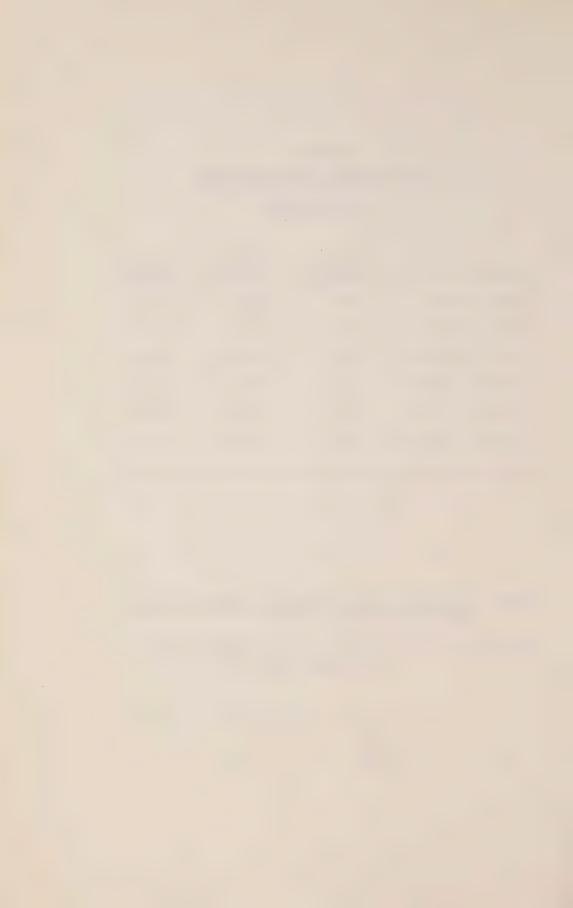
TABLE 11

CANADIAN PERSONAL DISPOSABLE INCOME
BY INCOME GROUP

Income	Personal Taxes (%)	Personal Taxes	Disposable ¹ Income
\$8,000 - \$8,999	13.0	\$1,160	\$ 7,325
\$9,000 - \$9,999	14.6	\$1,385	\$ 8,085
\$10,000 - \$11,999	15.3	\$1,675	\$ 9,280
\$12,000 - \$14,999	17.3	\$2,230	\$11,130
\$15,000 - \$19,999	19.3	\$3,085	\$13,890
\$20,000 - \$24,999	22.3	\$4,470	\$17,555

Source: Statistics Canada, Urban Family Expenditures 1972. Cat. 62-541. p. 78.

¹Disposable Income - Mean Income For The Income Category Less Personal Taxes.



PER CAPITA PERSONAL DISPOSABLE INCOME

FOR SELECTED CITIES AND REGIONS

(IN CONSTANT \$)

	1975	1977	1980
Kenora (District)	\$4,720	\$5,095	\$5,220
Thunder Bay (City)	4,820	5,180	5,345
Ontario	5,010	5,370	5,540
Canada	4,520	4,850	5,020
1			

Source: Financial Post Survey of Markets 1975/76.



personal disposable income of \$15,576. Using the same procedure for Ear Falls yields an average household personal disposable income of \$13,500.

With an annual rate of increase equal to that of the Kenora district (+ 11.7%), per capita personal disposable income in 1975 dollars will reach \$4,425 in 1977 and \$6,175 in 1980. (see Table 13).

Urban Family Expenditures

Tables 14, 15 and 16 present a detailed breakdown of expenditures made by Canadian urban families in 1972. 31 in absolute dollars and as a percentage of total income. This data is the most current available.

Calculation Of Retail Leakage

Table 17 outlines a calculation developed by Lillis and Hawkins ³² which estimates total retail trade and retail leakage for selected product categories. Mean household income was derived by adding the average household head income (\$13,250) to the aggregate secondary household income divided by the number of households (\$1,632). The mean household income figure was \$14,882. The proportion of

Statistics Canada, Urban Family Expenditure 1972, Cat. 62-541. pp. 78-80

³²C.M. Lillis and D. I. Hawkins, Retail Trade in Smallville, (Boston: Intercollegiate Case Clearing House 1972), p. 29.



TABLE 13

AGGREGATE AND PER CAPITA

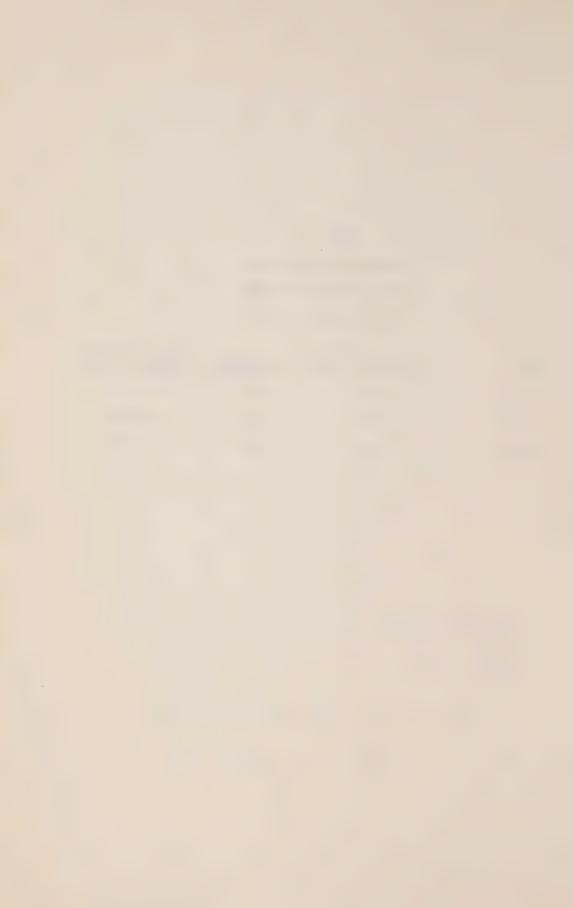
PERSONAL DISPOSABLE INCOME

EAR FALLS 1975 - 80¹

YFAR	Per Capital Personal Disposable Income	Population ²	Aggregate Personal Disposable Income
1975	\$3,545	2,353	\$ 8,508,000
1977	4,425	2,865	12,680,000
1980	6,175	3,490	21,550,000

¹Includes Transients

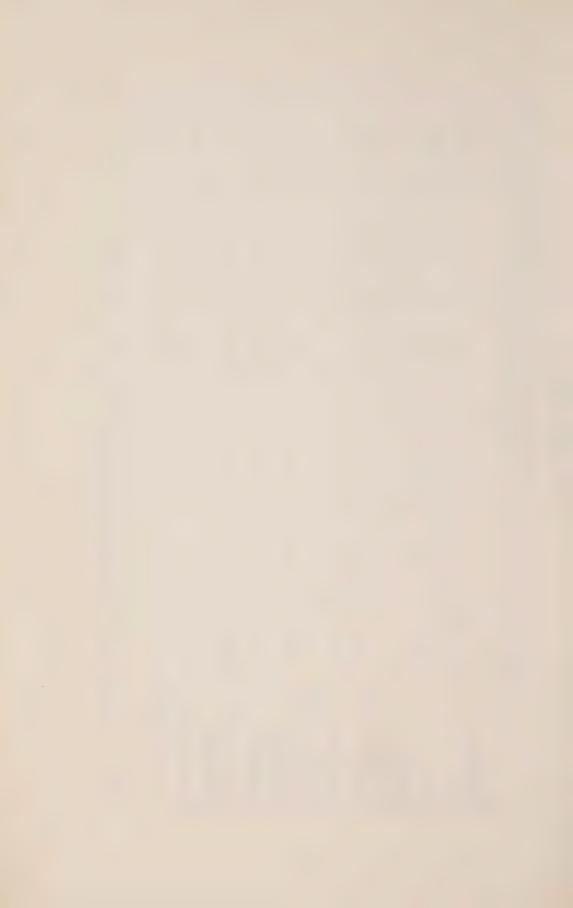
² Source: Table 2



URBAN FAMILY EXPENDITURES 1972
BY INCOME GROUP

	8,000-8,999		9,000-9,999 10,000-11,999	12,000-14,999	15,000-19,999	20,000-24,999
Average Expenditure %						
Food	19.0	18.1	17.6	16.7	15.5	14.2
Shelter	17.8	18.7	16.4	15.3	13.8	12.9
Household Furnish & Equipment	5.2	5.2	ري 7	ν. ⊗.	5.9	r,
Clothing	6.9	7.6	7.0	7.6	7.6	8.1
Hardware and Related Merchandise	5,4	3.7	٥. ٣	3.7	3, 6	3,5
Medical and Health care	2.9	2.6	2.7	2.6	2.5	2.3
Recreation	3.7	4.2	3.5	3.00	3.00	3.7
Total Current Consumption	80.9	79.2	78.4	75.9	73.2	70.2
Personal Taxes	13.0	14.6	15.3	. 17.3	19.3	22.3

Source: Statistics Canada, 1972 Urban Family Expenditures Cat. 62-541. pp. 79-80



URBAN FAMILY EXPENDITURES 1972 (IN DOLLARS) TABLF 15

INCOME (\$)	8,000-8,999	9,000-9,999	10,000-11,999	12,000-14,999	15,000-19,999	20,000-24,999
Family Size	2.96	2.88	3,31	3.54	3.71	4.32
Home Owners	39.1	39.9	49.7	0.09	65.4	77.1
Average Dollar Expenditure						
Food	1694.1	1720.8	1930.9	2155.6	2467.3	2855.4
Shelter	1590.6	1770.6	1794.0	1969.4	2205.9	2586.8
Household	465.6	486.6	622.4	742.7	946.1	1067.4
Furniture and						
Equipment	285.2	323.4	397.2	468.7	627.9	715.6
Hardware and	289.0	351.5	429.0	481.0	630.0	770.0
Related						
Merchandise		1	6	(1 6 7	1 1
Medical and	178.5	194.3	196.9	236.8	305.1	356.8
Health Care		1 (((i i
Recreation	334.7	397.4	380.7	494.1	610.6	735.6
Total Current	7225.9	7513.6	8.590.9	9794.2	11681.2	14087.6
Consumption						
Personal Taxes	1162.2	1385,1	1675.2	2228.6	3082.0	4468.8
Total	8928.8	9484.0	10959.2	12904.1	15966.7	20055.4
Expenditure						
NET INCOME	8487.9	9470.3	10957.1	13358,3	16974.4	22022.3
BEFORE TAXES						
	~					

Source: Statistics Canada 1972, Urban Family Expenditures, Cat. 62-541. pp. 79-80.

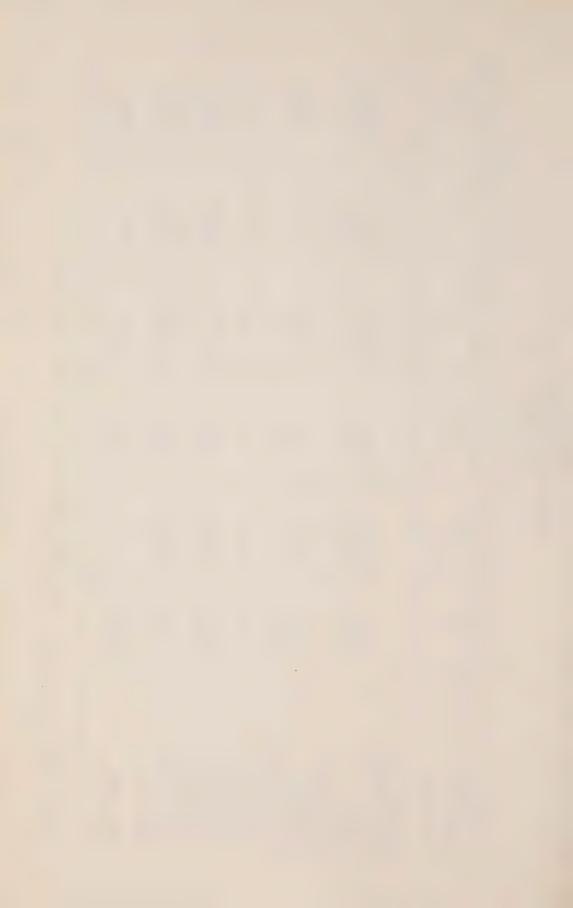
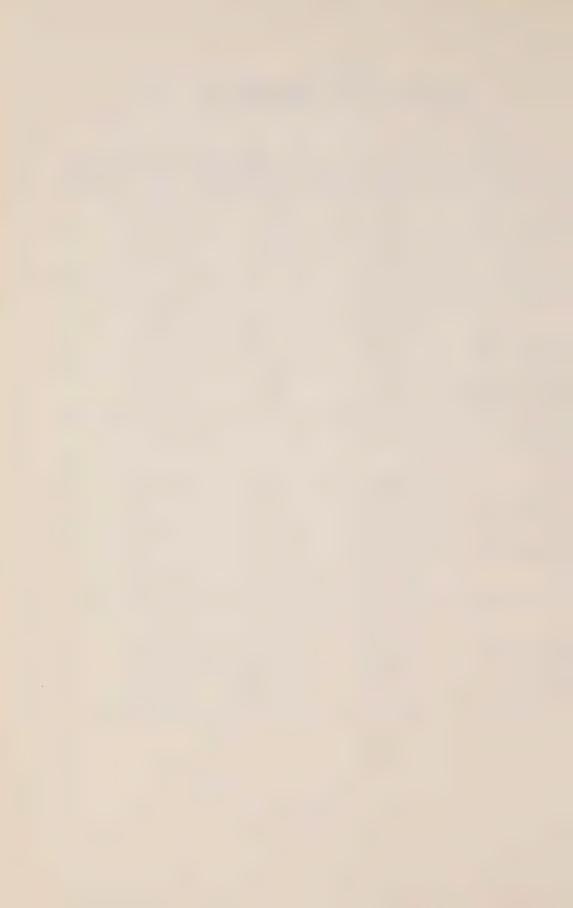


TABLE 16

Detailed Urban Family Expenditures 1972

	\$10,000-11,999	\$12,000-14,999	\$15,000-19,999
FOOD	1930.9 100.0	2155.6 100.0	2467.3 100.0
prepared at home meals at work meals at school other petween meal food	1580.4 135.2 11.8 78.4 62.9	1724.8 172.1 22.2 105.5 68.2	1870.2 248.1 18.0 146.8 110.8
SHELTER	1794.0	1969.4	2205.9
rent repairs paid by family whed: repairs contract cost interest (mortgage) water and fuel	795.8 8.8 117.5 58.3 278.6 271.4	707.9 12.9 136.2 20.5 387.4 316.4	681.7 9.9 171.2 25.8 458.9 335.9
URNISHINGS AND QUIPMENT			
urniture loor coverings on-electric kitchen	509.8 64.0 13.3	605.7 82.0 11.3	787.0 136.5 14.4
quipment ousehold appliances ousehold textiles	112.6 66.0	137.0 72.7	159.1 75.0
nd plastics ervices	20.3	31.3	59.8
LOTHING	768.5	983.1	1213.0
omen (14 and over) irls (4-13) en (14 and over) oys (4-13) hildren (under 4)	320.5 49.7 280.4 47.2 23.2	414.6 54.2 371.0 68.4 20.4	556.6 57.3 458.8 51.3 16.1



gradient with the second page of the second distributions and the second	\$10,000-11,999	\$12,000-14,999	\$15,000-19,999
RECREATION, READING AND			
EDUCATION	530.2	674.0	835.5
recreation	380.7	494.1	610.6
movies	27.1	29.4	43.7
hobbies and crafts	6.0	7.6	9.3
books	9.9	20.6	31.2
package holidays		34.4	67.8
	28.5		

Source: Statistics Canada, 1972 Urban Family Expenditures, Cat. 62-541. pp. 81-85



income spent on each product category was taken from Table 14.

The total annual retail trade in the four major retail product categories selected is about \$2.5 million. Of this amount, almost \$1.7 million, or 69% is spent outside Ear Falls. Referring back to the Canadian Imperial Bank of Commerce's retail ratios (see Table 6) and assuming an average profit to sales ratio of 3.7%, the annual loss in profit to local retailers as a direct result of retail leakage is approximately \$63,000. There is also a significant employment loss to the Township.

The calculation of retail leakage, however, did not consider the transient population or tourists. While the income earned by these individuals is a major component of the total purchasing power of Ear Falls, no reliable data on expenditure patterns or retail leakage is available. Clearly, this omission will cause total retail trade in some product categories to be understated.

Table 17 deals only with four major categories.

Statistics Canada data provides the opportunity to examine other expenditure patterns. The local market for recreational, reading, and educational goods and services is worth approximately \$330,000³³ annually. Medical and health care

^{33&}lt;sub>Table 16.</sub>

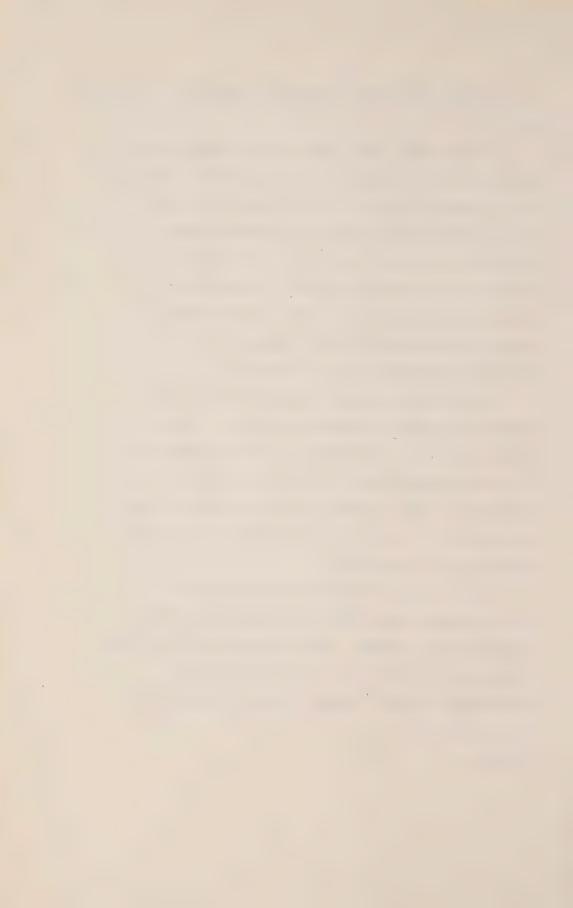


TABLE 17

CALCULATION OF ESTIMATED DOLLAR EXPENDITURES

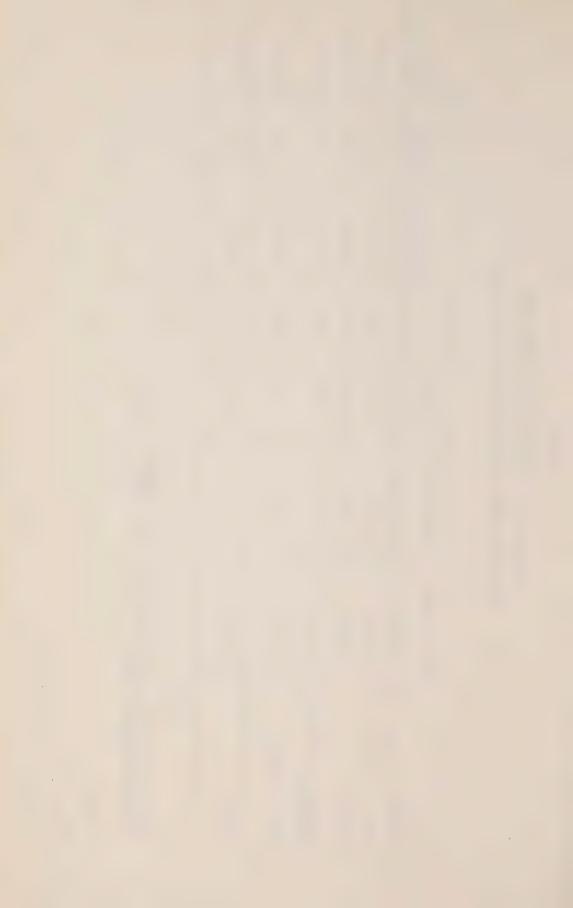
AND RETAIL LEAKAGE FOR SELECTED PRODUCT CATEGORIES

Product Category	Mean Household Income ¹	% Expenditure On Product Class ²	# Spent Per Household	# Households	# Spent Per # Expenditure On Outside Household Households Product Class Ear Falls	% Spent Outside Ear Falls	% Spent Total \$ Outside Outflow for Ear Falls Product Class
FOOD	14,882	16.7	2,485	489	1,215,308	55.2	670,850
CLOTHING	14,882	7.6	1,131	489	553,075	0.68	492,250
HARDWARE AND RELATED MERCHANDISE	14,882	3.7	551	489	269,260	61.8	166,400
HOME FURNISHINGS	14,882		863	489	422,083	84.0	354,550
TOTALS	14,882	F	5,030	489	2,459,726	68.46	1,684,000

1 Average Income for Household Heads Plus \$1,632 $(\frac{\$800,000}{489})$ Average Secondary Household Income.

Table 14

Table g



expenditures amount to almost \$170,000³⁴ per year. In both categories a large proportion of the total annual expenditures are exported to other communities.

Retail Floor Space Requirements

 ${
m McCabe}^{35}$ has developed a formula for determining retail floor space requirements. The steps involved include

- determining current annual per capita retail expenditures,
- 2. adding the estimated growth in expenditure for the period under consideration,
- 3. multiplying annual per capita retail expenditures in 1986 by the projected 1986 population to determine the projected annual retail sales,
- 4. dividing projected annual retail sales by sales per square foot estimates to determine total retail floor space requirements for 1986, and
- subtracting existing or planned retail floor space in 1976 to arrive at retail floor space requirements for 1976-1986.

By distinguishing between food and DSTM³⁶ retail categories, a more accurate estimate of floor space requirements is possible. Food and non-food merchandise are differentiated by sales per square foot measures.

³⁴ Table 16.

Robert W. McCabe, Shopping Centre Decision Evaluation Guides, (Toronto: Ministry of Treasury, Economics and Intergovernmental Affairs, 1971), pp. 33-41.

³⁶ Department Store Type Merchandise.

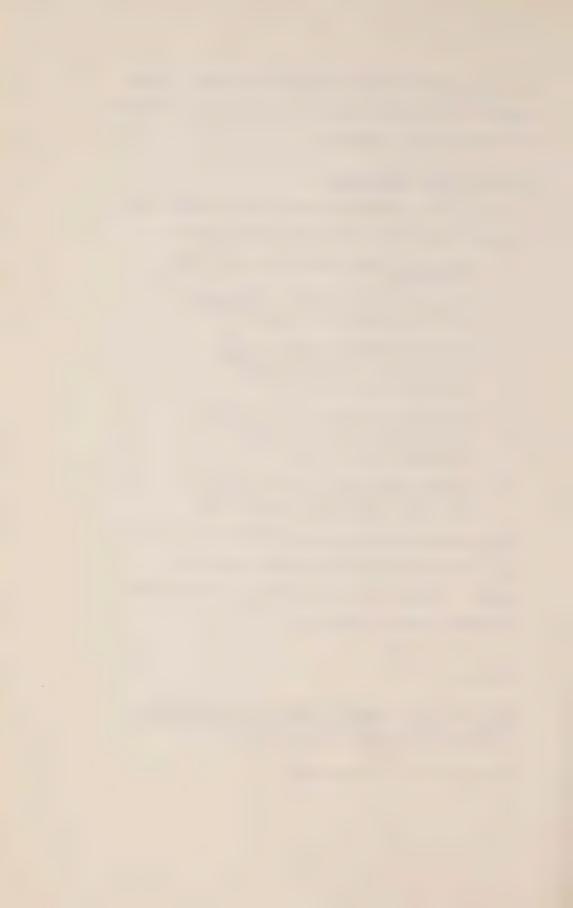


Table 18 provides the current and projected per capita retail sales for selected cities and regions in constant 1976 dollars for use in McCabe's floorspace formula.

The floorspace requirements do not take into account the extensive retail leakage in Ear Falls. The effect of leakage is as follows:

	Food	Non-Food
Current Floor Space	12,600 sq. ft.	22,300 sq. ft.
Required Floor Space according to McCabe's Formula disregarding leakage	12,200	52,100
Floorspace required adjusted for leakage		
(Food 55%, Non-Food 82%)	5,500	9,400

At first glance, it would appear that retail facilities in Ear Falls are currently overdeveloped by 7,100 sq. ft. in the Food category, and by 12,900 sq. ft. in the Non-Food category. However, these figures were calculated exclusive of the effect of the transient population and tourists.

Local merchants are almost uniformly satisfied with the results of their operations. This indicates that leakage by permanent residents is compensated by sales to transients and tourists. However, given current leakage rates, large scale expansion is not justified in the near future.

The assumptions made about future retail leakage and the relationship between reductions in leakage and increases in floor space requirements are central to the determination

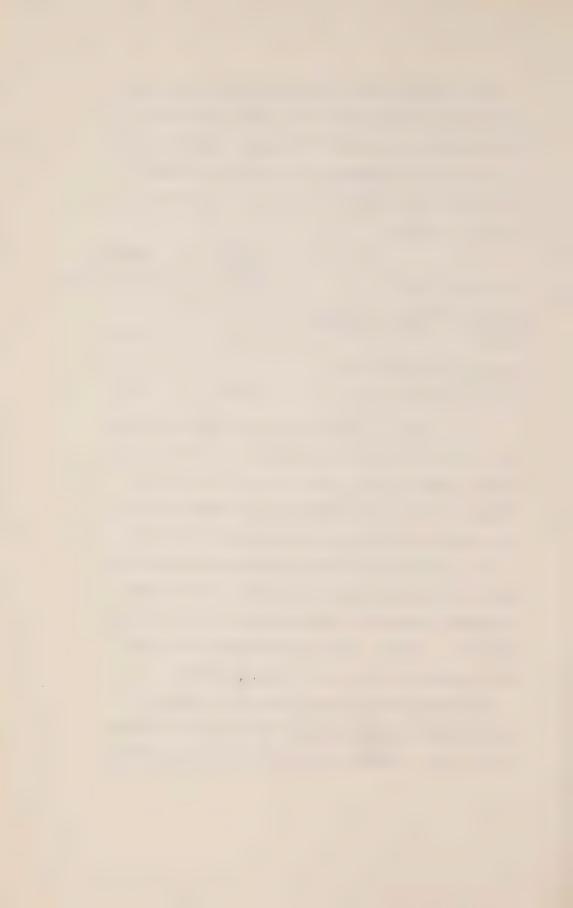


TABLE 18
PER CAPITA RETAIL SALES

FOR SELECTED CITIES AND REGIONS
(In 1976 Dollars)

	1976	1977	1980	1986
Kenora (District)	\$2,230	\$2,165	\$2,310	\$3,490
Thunder Bay (City)	2,610	2,620	2,700	
Ontario	2,490	2,500	2,580	
Canada	2,425	2,405	2,490	

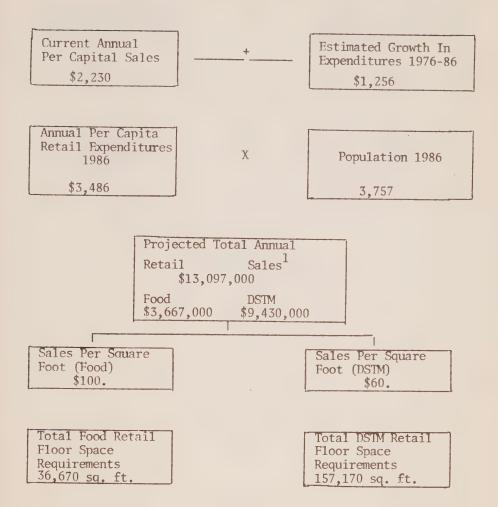
Source: Financial Post Survey of Markets 1975/76.



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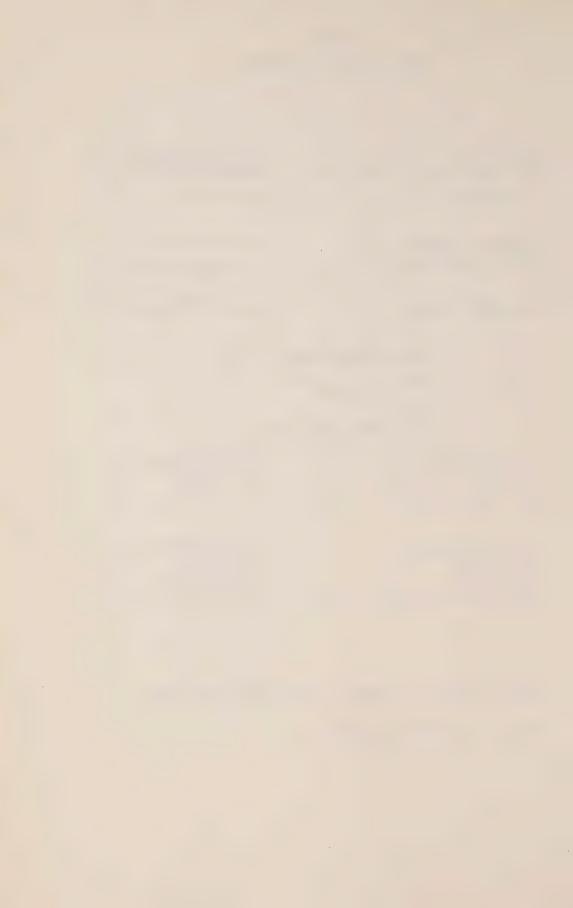
RETAIL FLOOR SPACE FORMULA

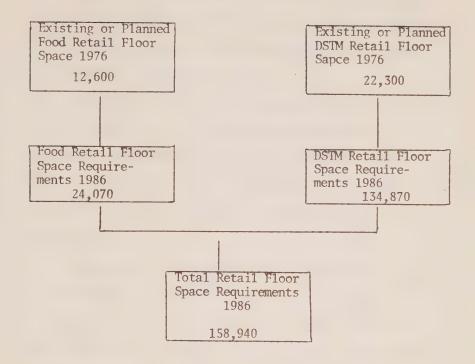
FIGURE 1

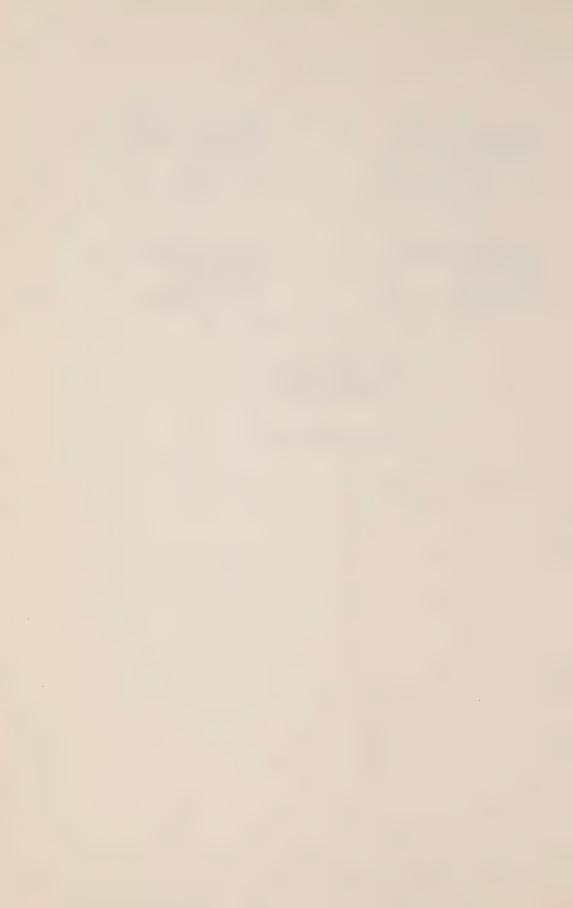


¹Retail Food Sales Account For 28% of Total Retail Sales.

²Urban Land Institute estimates.







of how much floor space will be required at a given point in the future. In the absence of data documenting the relationship, a range of leakage and floor space figures are presented in Tables 19 and 20.

A reduction of DSTM retail leakage to 60% and food retail leakage to 45% by 1986 would necessitate the development of 64,000 square feet (56,000-DSTM, 8,000-food) of retail floor space in Ear Falls. These figures represent an increase of 185% over existing local retail floor space.

Leakage rates in the future will depend upon the quality of retail facilities in Ear Falls. It is reasonable to assume that the retail infrastructure in Ear Falls will never equal that of Dryden. For this reason, considerable leakage will always occur. On the other hand, each new retail facility will have the effect of slightly reducing leakage. It is evident that significant opportunities for retailers exist in Ear Falls.



TABLE 19 DSTM FLOOR SPACE REQUIREMENTS FOR DIFFERENT RATES OF LEAKAGES

1986

Retail	Retail	DSTM Floor Space ¹ Requirements	Presently	To Be
Leakage (%)	DSTM Market		Available	Developed
82	\$1,695,000	28,250 sq. ft.	22,300 sq. ft.	5,950 sq. ft.
60	3,765,000	62,800	22,300	40,500
50	4,700,000	78,400	22,300	56,100
40	5,645,000	94,000	22,300	71,700

The Urban Land Institute Estimates DSTM Retail Sales at \$60. Per Square Foot of Gross Enclosed Floorspace.

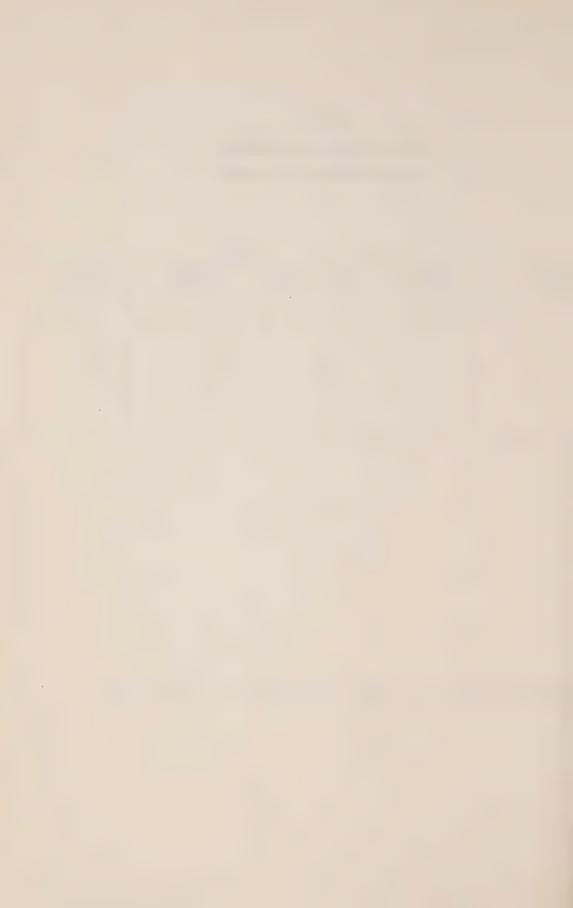


TABLE 20

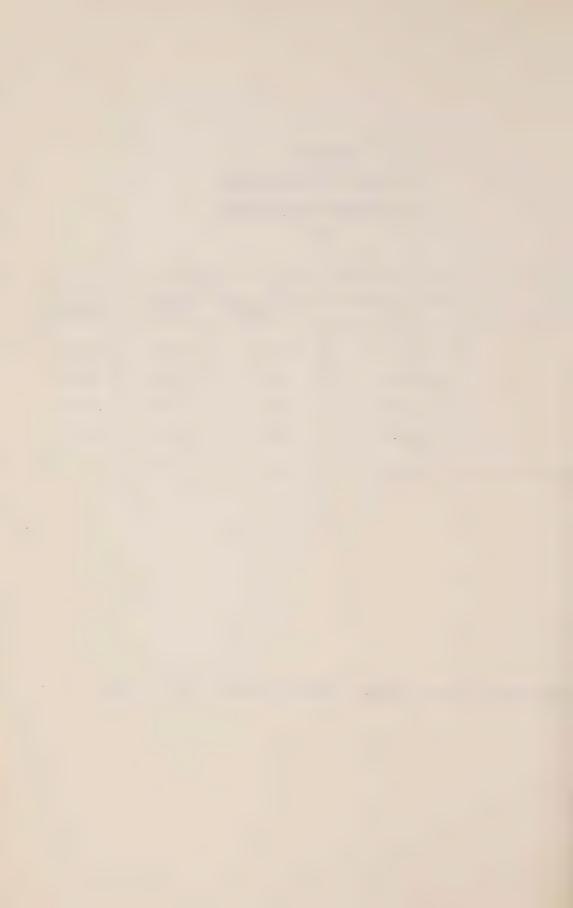
FOOD FLOOR SPACE REQUIREMENTS

FOR DIFFERENT RATES OF LEAKAGES

1986

L	Retail eakage (%)	Retail Food Market (In \$)	Food Floor Space ¹ Requirements	Presently Available	To Be Developed
	70 55 45	1,100,000 1,650,000	11,000	12,600	(1,600)
	35	2,020,000 2,390,000	20,200	12,600	7,600 11,300

The Urban Land Institute Estimates Food Retail Sales At \$100 Per Square Foot.



BARRIERS TO ENTRY

Retailing is noted as an industry characterized by ease of entry and exit. When artificial barriers to entry exist, such as they do in Ear Falls, these barriers retard the development of the retail infrastructure.

Often, a chain retailer can help upgrade retailing in a small community by establishing a local outlet. This is not likely to occur in Ear Falls for two reasons. Most chains operate under a threshold trading area system, whereby trading areas under a given size are avoided.

MacDonalds Corporation, for instance, is currently experimenting with trading areas of approximately 30,000 potential customers. Previously, MacDonalds would not consider a market of less than 50,000. A major food chain such as Safeway is unlikely to consider a location unless there is a trading area of at least 10,000 people.

Expansion by chains into Ear Falls, in the near future, will not result in facilities that are comparable to those in Dryden. Instead, they will be small outlets likely similar in size to some of the established stores.

Secondly, the uncertainty surrounding expansion plans by Reed Paper will cause potential investors in local



retail facilities to await finalization of the company's plans before investing.

Traditional retail development occurs in definite stages with new entrants into the industry renting premises to cut costs and reduce risk. The non-availability of rental facilities in which to establish a retail outlet constitutes a major barrier to entry. Currently in Ear Falls, no facilities are available for rent, with the exception of one plaza module.

The need for extensive investment in the Ear Fall's retail infrastructure is apparent. The community is hampered by a limited trading area which will not attract retail chain development, an uncertain future with respect to industrial expansion, and the lack of facilities which support local growth and expansion of the retail infrastructure The inability of interested municipal and regional parties to overcome these problems alone, places Ear Falls beyond the point where the development of adequate retail facilities is solely a municipal or regional concern.



While trips to other communities are centred around shopping; shopping is not the sole reason for travelling. In travelling out of town, local residents purchase goods and services such as medical and dental care, clothing and home furnishings which are not available locally. In addition, the larger regional centres provide a "cosmopolitan orientation" and "enjoyment value".

If the local retail situation is to improve, retail leakage will have to be reduced in all categories. This statement implies that local retailers must gain an awareness of the factors contributing to retail leakage and take steps to rectify the situation. Although our data proved inconclusive, other studies have shown that the most important factor contributing to retail leakage is the attitude of the population toward local retailers and retail facilities.

The reduction of retail leakage requires that in addition to developing comparable retail facilities to those in regional communities, Ear Falls must also fill other needs which are currently drawing people and retail dollars out of the community. This entails additional investments by the retail industry and the municipality.

Throughout the development, the municipality's role must be one of facilitating investment, and upgrading and expanding the retail infrastructure. The municipality



SUMMARY

Slightly more than two-thirds of the total annual local retail expenditures are exported to other communities. Fifty-five percent of annual retail food purchases and 82 percent of annual DSIM purchases amounting to \$1,680,000 leave Ear Falls every year. If the gap between regional and local retail facilities continues to widen, a further deterioration of local facilities is inevitable. The consequences of this deterioration extend beyond the retail sector. Aside from the problems created for the resident population, the inability to provide a variety of retail goods and services locally reduces the attractiveness of the community to potential residents and businesses.

Simply, the provision of more floorspace and an upgrading of retail facilities does not guarantee a significant reduction in leakage. In fact, a sizeable amount of retail leakage is almost a certainty in the short run.

If the quality of retail facilities was the only determinant of where shopping was carried out, the provision of facilities comparable to those in regional centres such as Dryden and Kenora would reduce retail leakage practically to nil. However, other factors are also responsible for leakage.



should take the steps necessary to ensure that barriers to entry are reduced to the greatest extent possible through the provision of serviced land for retailing development. By recognizing the widespread social and economic ramifications of retail development, the establishment of policy guidelines to guide this development is also of major importance.

Finally, the location of new facilities is critical in any proposed development. Given the current state of underdevelopment location of new facilities would shift the retail focus away from the central plaza site. Expansion along the highway would foster a continuing dependence on the seasonal tourist trade at the expense of growing local market.



Methodology

The food basket methodology represents an attempt to develop a retail food price index for a number of Northwestern Ontario communities. The methodology incorporates the same basic approach as employed by Statistics Canada in developing the consumer price index. The major focus for the retail food price index is the relative prices among different communities at a given time rather than the absolute price of the basket.

In an attempt to streamline the procedure, a basket of 38 representative items was chosen from the comprehensive Statistics Canada listing of 83 food items. Discussions with members of the food retail industry disclosed that the major food chains were not engaged in regional pricing.

During a three-day period in late May, visits were made to six food retailers in various communities in Northwestern Ontario. The prices of national and housebrand food basket items were recorded. An attempt was made to maintain consistency in the national brands priced. When a particular national brand was not available, the lowest-



priced national brand in stock was selected in its place.

Some food basket items were not available in the smaller food stores. If a particular item was not in stock, a price was determined in the following manner. A similar product (i.e. apple juice, if orange juice is not stocked) was checked for price against all of the other retail food outlets. The food store with a price most similar to the original store's price for the substituted product (apple juice) was used to provide a price for the out of stock product (orange juice).

Component Weightings

Component weightings for each of the seven food product categories were taken from Statistics Canada³⁷. A summary of the weightings follows.

1.	Dairy products	3.3328%
2.	Cereal and bakery products	2.6251%
3.	Fats and oils	0.3795%
4.	Meat, poultry and fish	7.2252%
5.	Fruits and vegetables	3.2497%
6.	Eggs.	0.6100%
7.	Other food	1.5544%

The current consumer price index complete with category weightings is presented in Table 21.

³⁷ Statistics Canada, Prices and Price Indexes, Cat. 62-005 (March 1976)



TABLE 21

CONSUMER PRICE INDEX

MAJOR CATEGORIES AND WEIGHTS

1971 = 100

	Weight	March 1976
Food	28%	165.1
Housing	32	144.1
Clothing .	10	130.3
Health + Personal Care Needs	4	141.0
Transportation	14	140.8
Recreation, Education and Reading	6	133.7
Tobacco and Alcohol	6	129.2
Total	100%	146.2

Source: Statistics Canada, Cat. 62-539, March 1976.



TABLE 22

RETAIL FOOD PRICE INDEX

FOR SELECTED COMMUNITIES

egory	Loblaws (Thunder Bay)	Morrow's (Murillo)	Safeway (Dryden)	Towne Cash and Carry (Ear Falls)	Ear Falls Cash and Carry	The Bay (Red Lake)
y	100.0	107.7	98.4	115.2	108.7	100.6
eal and ery Products	100.0	102.3	95.6	96.1	107.7	111.9
& Gils	100.0	110.0	109.0	108.0	101.0	112.0
, Poultry Fish	100.0	102.2	104.7	110.6	109.6	105.9
	100.0	111.2	98.9	111.2	111.2	106.7
ts and tables	100.0	100.3	85.9	94.8	104.2	94.0
r	100.0	111.1	109.2	123.7	120.1	112.2
LS	100.0	106.88	103.87	113.02	113.06	107.76



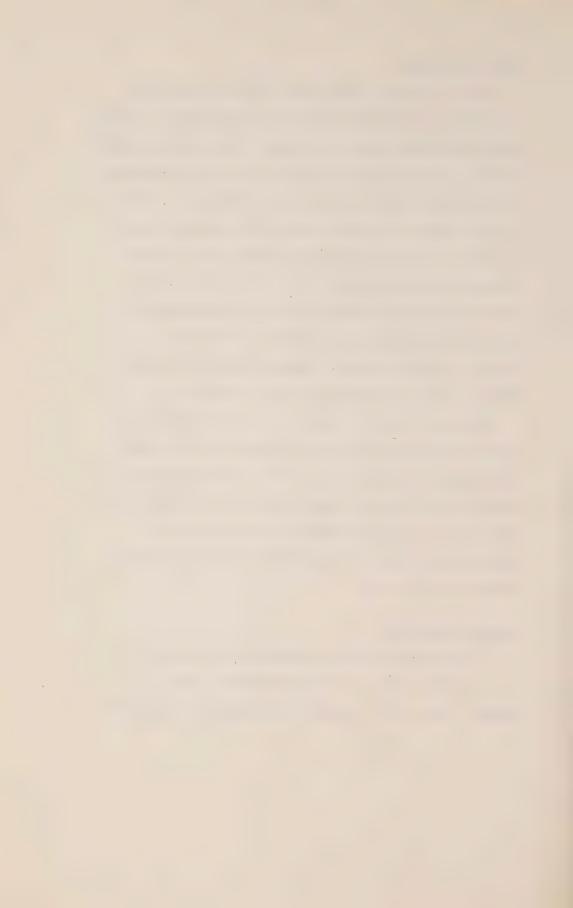
Analysis Of Results

Table 22 provides a comparison of retail food prices in index form. The Thunder Bay Loblaws outlet proved to be the lowest-priced food store in the survey. Food products costing \$10.00 at Loblaws, cost \$11.30 in Ear Falls. This difference can be partially attributed to the availability of a wide variety of lower-priced house brands in the Loblaws Store. A comparison of national brands and Loblaw's house brands indicated a price advantage of 3.38% for the house brands. House brands are not available in smaller, non-affiliated stores such as Morrows or the two Ear Falls outlets. Secondly, the tourist season is bound to have a noticeable effect on prices in communities such as Ear Falls.

The retail food price survey is not to be misconstrued as a "retail price survey". The most important fact about retail prices in Ear Falls is that 90% of the population believes retail prices are higher than in other communities. Whether retail prices are higher or not is relatively insignificant if almost everyone in the community is firmly convinced that they are.

Transportation Costs

It has been argued that transportation costs account for the higher prices in isolated communities. This argument is not widely accepted by questionnaire respondents.



A schedule of Western Transportation Association freight rates (see Table 23) for Northwestern Ontario also fails to support the transportation cost argument. The cost of shipping a minimum cargo of 5000 pounds from Thunder Bay to Dryden (225 miles) is \$2.42 per 100 pounds. The cost of shipping the same cargo to Ear Falls is \$3.05 per 100 pounds. The incremental cost of shipping the cargo from Dryden to Ear Falls is 63 cents per 100 pounds. If we assume that the shipment consists of 1-pound tins of canned goods, the incremental shipping cost per tin is 0.63 cents or 1.26% of the total value of the canned good, if the cost of the good is 50¢. Yet national brand retail food prices in Ear Falls - Red Lake are 8.79% above food prices in sense. Furthermore, the freight rates for Ear Falls and Red Lake are equal but Red Lake retail national brand food prices are 4.91% below those in Ear Falls. A more likely reason for the price differentials is the purchasing power enjoyed by the national chains.



MINIMUM PER SHIPMENT CHARGES

THUNDER BAY

Between:

SCALE OF RATES FOR CHARGEABLE

	-												5	OVER JOO FOUNDS
		Ţ	TOTAL SHI	H I PMENT	IT WEIGHT	N	IN POUNDS				M	MINIMUM WEIGHT IN POUNDS	TIN POL	SCN
And:	<u> </u>	101-	151-	201- 250	251- 300	301 -350	351 – 400	401-	451- 500	500	000.	2,000	5,000	10.000
		Ö	Charge	in cents	ts per	shipment	ent				Rates	in cents	4	
Calgary	1435	1815	2195	2570	2950	3330	3710	4085	4465	893	870	832	069	6.15
⊀ Dryden	900	066	1080	1170	1265	1355	1445	1535	1625	325	308	284	242	215
Edmonton	1435	1815	2195	2570	2950	3330	3710	4085	4465	893	870	832	069	615
Estevan	1120	1400	1680	1955	2335	2515	2795	3070	3350	670	999	640	508	450
X Kenora	900	1015	1130	1245	1365	1480	1595	1710	1825	365	348	322	271	241
Lethbridge	1435	1815	2195	2570	2950	3330	3710	4085	4465	893	870	832	069	615
Medicine Hat	1435	1815	2195	2570	2950	3330	3710	4085	4465	893	870	832	069	615
Moose Jaw	1220	1535	1850	2165	2480	2795	3110	3425	3740	748	729	169	554	496
North Battleford	1325	1690	2055	2420	2790	3155	3520	3885	4250	850	819	781	647	V89
Prince Albert	1255	1590	1930	2265	2600	2935	3275	3610	3945	789	764	732	604	547
*Red Lake EAR FALLS	900	1025	1155	1280	1405	1530	1660	1785	1910	382	368	346	305	276
Regina	1175	1475	1775	2075	2380	2680	2980	3280	3580	716	669	674	531	473
Saskatoon	1255	1575	1895	2210	2530	2850	3170	3485	3805	192	739	707	579	516
Swift Current	1255	1605	1960	2310	2665	3015	3365	3720	4070	814	782	742	605	538
Weyburn	1120	1400	1680	1955	2335	2515	2795	3070	3350	029	999	640	508	450
X Winnipeg	006	900 1040	1185	1325	1470	1610	1750	1895	2035	407	393	377	329	200

esser density will be charged as 10 pounds per cubic foot of the applicable rate or charge.

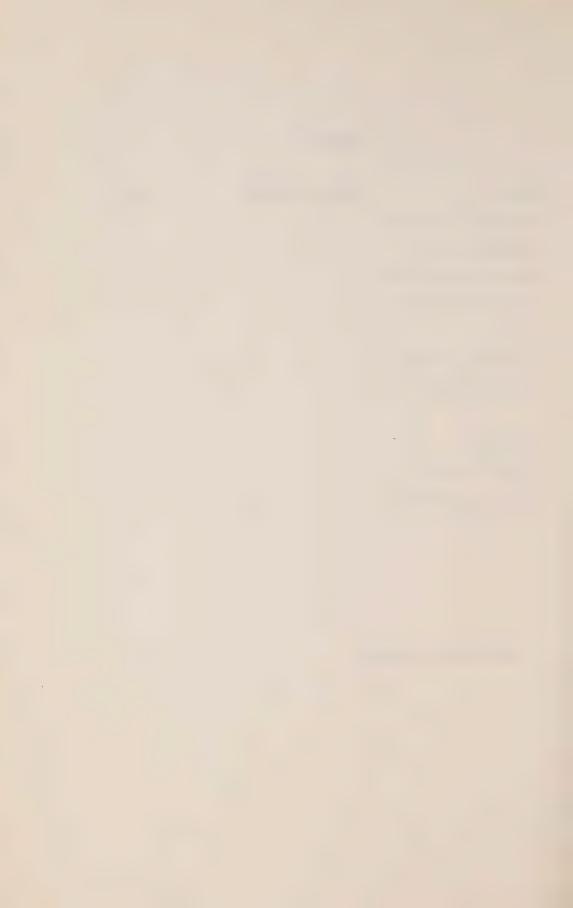
The rates and charges above are based on a Maximum Liability of \$1.50 per pound per article (Chargeable Weight) When a higher valuation is declared, a valuation charge will be assessed as follows: 2.

35¢ per \$100.00 or fraction thereof of value in excess of \$1.50 per pound.



NAME	YEARS IN BUSINESS ¹	RATING
Ear Falls Trading Ltd.	2	
Towne Cash & Carry	3	
Riverside Cash & Carry	9	НН3
McIntyre's Sundries	8	EE3
	-	
Sheldon's Fashions	4	
Sweet's Drygoods & Propag	ne -	DC1
Sterlings	-	EE2
Weaver's Hardware	-	2
Smitty's Service & Sports Centre	. 0	

¹Under Current Management



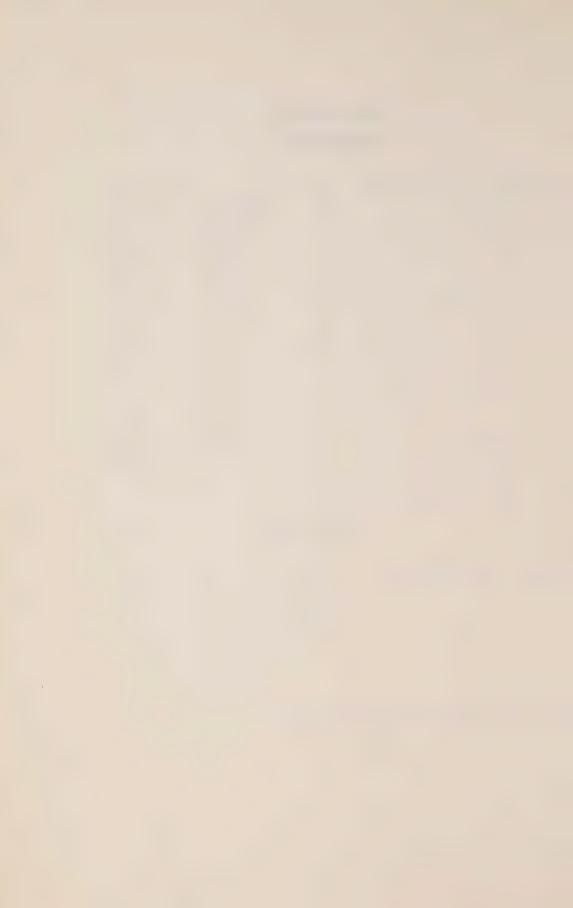
DUN & BRADSTREET

FINANCIAL KEYS

*1			
Estimated Financial Strength	5A	over	\$50,000,000
	4A	\$10,000,000 -	50,000,000
	3A	1,000,000 -	10,000,000
	2A	750,000 -	1,000,000
	1A	500,000 -	750,000
	BA	300,000 -	500,000
	BB	200,000 -	300,000
	СВ	125,000 -	200,000
	CC	75,000 -	125,000
	DC	50,000 -	75,000
	DD	35,000 -	50,000
	EE	20,000 -	35,000
	FF	10,000 -	25,000
	GG	5,000 -	10,000
	HH	up t	o \$5,000

	Accurate Rating Not Possible		
Composite Credit Appraisal	High	1	
	Good	2	
	Fair	3	
	Limited	4	

^{*1}Financial Strength Defined as Net Worth



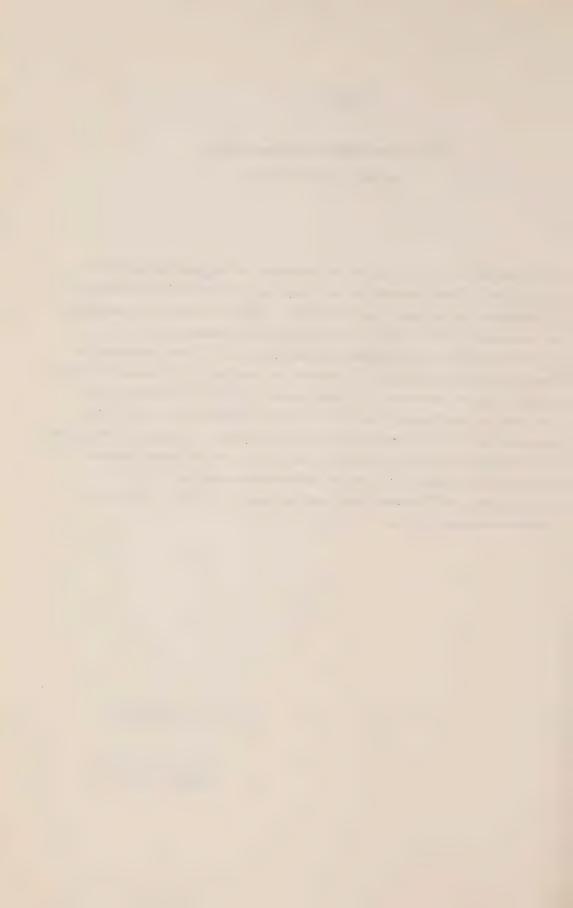
The Township of Ear Falls

EAR FALLS, ONTARIO POV 1TO

The Lakehead University School of Business, in conjunction with the Corporation of the Township of Ear Falls and the Provincial Government is carrying out a Retailing Development Study for the local community. An assessment of the local retailing situation requires data of the type described in the accompanying questionaire. Please complete the questionaire as accurately as possible and mail it to Lakehead University in the envelope provided. All individual replies will be kept in the strictest of confidence, and while we would like you to identify your business on the questionaire, you need not do so. A Retailing Development Study Report, which will summarize the results of the study without divulging individual confidential information obtained through the questionaire, will be made available to local retailers through the Clerk-Treasurers Office.

Manfred Maute Ear Falls Consultant Lakehead University

Marford Monte



The Corporation of The Township of Ear Falls

EAR FALLS, ONTARIO POV 1TO

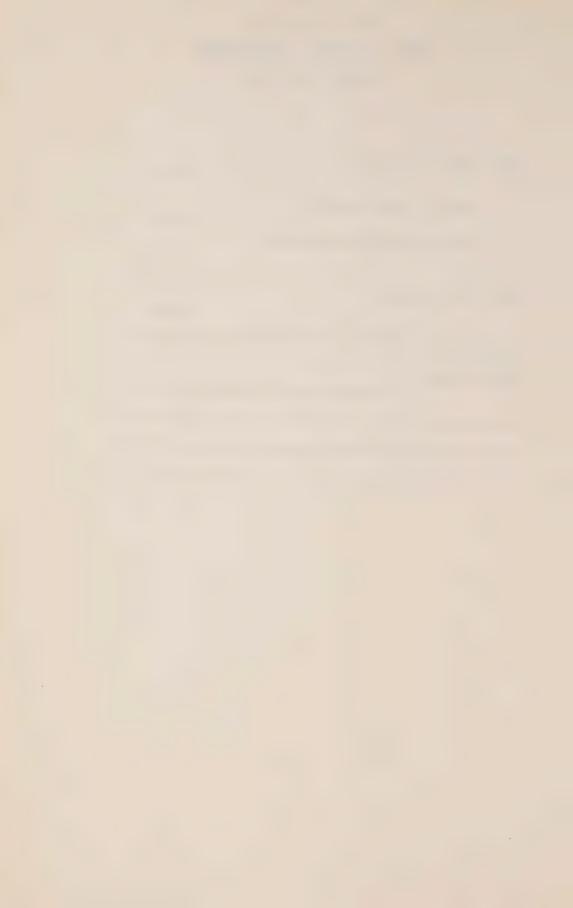
Business name			
What is the age of the building in which the	busi	ness	is located
			yrs.
How long has the business been in operation owners) ?	(incl	ıdes	past
			yrs.
What is the size of the facility in square for	eet ?		
			sq. ft.
What were the total sales of the business in	1975	?	
	1974	?	
	1973	?	
	1972	?	
Is there a marked seasonal pattern to sales	?	_	
What percentage of total sales are credit sal	les ?		
			%



The Corporation of The Township of Ear Falls

EAR FALLS, ONTARIO POV 1TO

7.	Total number of employees ?
	number of women employees ?
	number of part time employees ?
8.	Total annual payroll ?
9.	Are there any immediate plans for expanding the present facilities ? Please comment:

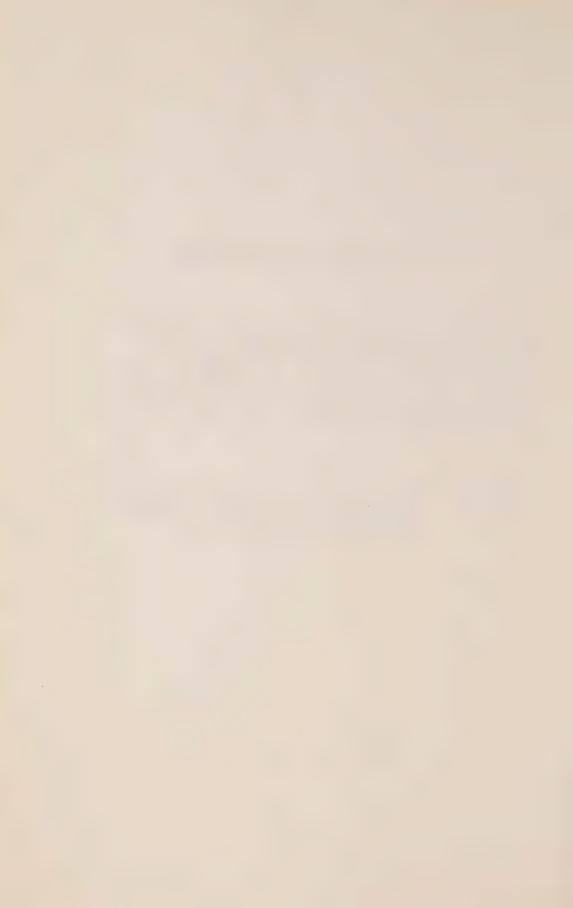


Retail Expenditure Pattern Questionnaire

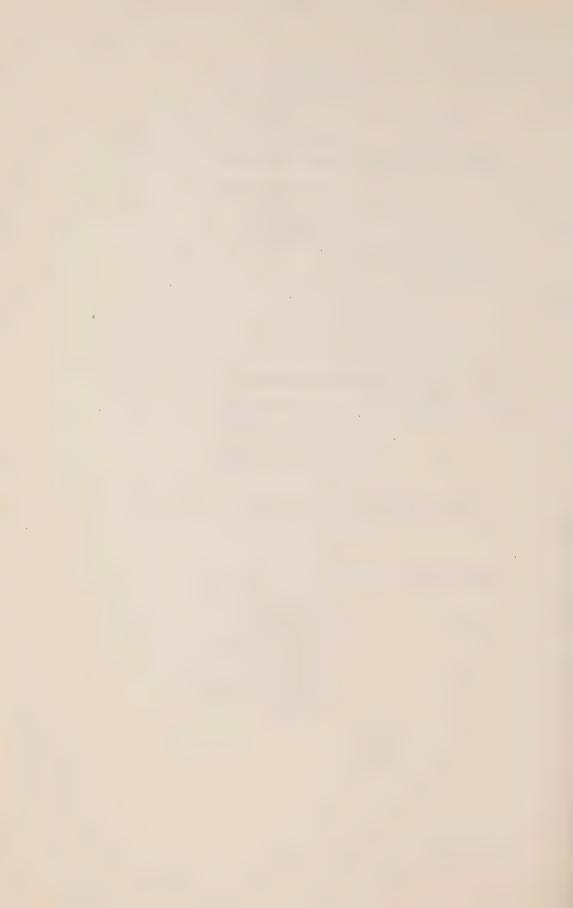
The information collected in this questionnaire will provide the basis for a Retailing Development Study for Ear Falls. The Study will make recommendations to guide the future development of retailing facilities in our community. Please take a few minutes to complete the questionnaire and return it in the stamped addressed envelope. You are not asked to identify yourself and all information will be kept in the strictest of confidence.

INSTRUCTIONS:

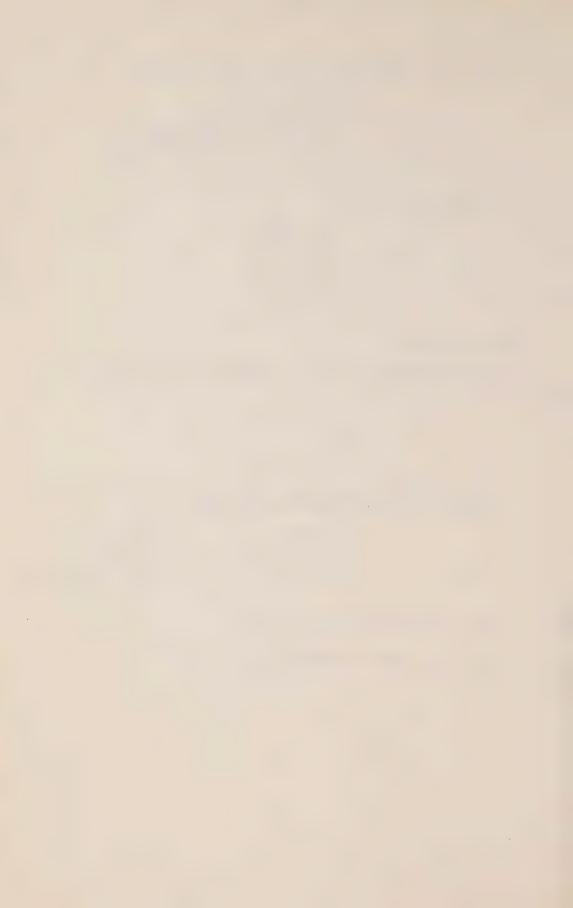
Please choose the most appropriate answer to the following questions and place the number corresponding to your answer in the box provided at the left hand margin.



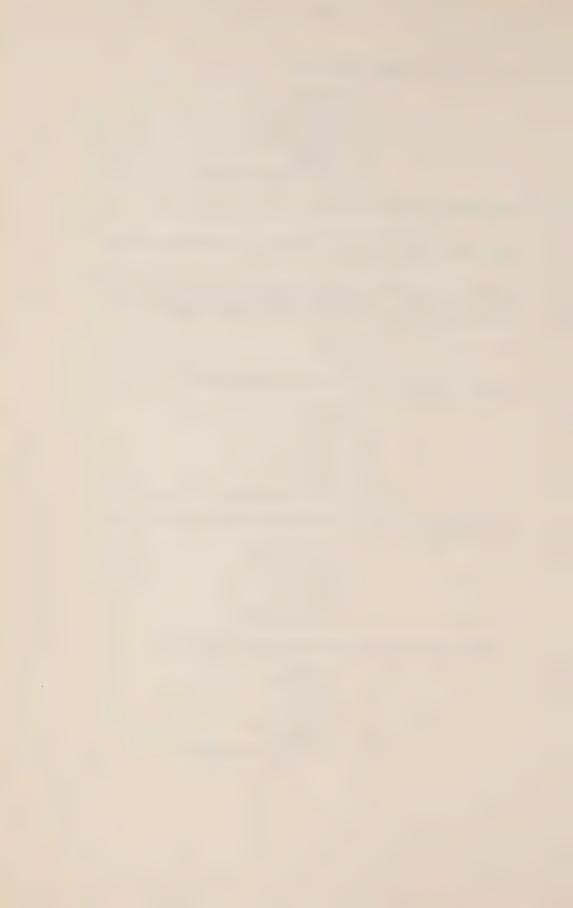
[-]	1.	How long have you been living in Far Falls?
		1. less than 1 year 2. 1 - 3 years 3. 3 - 5 years 4. more than 5 years
	2.	How long do you plan to stay in Ear Falls?
		 less than 1 year 2 - 3 years 3 - 5 years indefinitely don't know
	3.	How many people are in your household?
		1. 1 - 2 2. 3 - 4 3. 5 - 6 4. 7 - 8 5. over 8
	4.	Total income of the head of household.
		1. less than \$7,500 2. \$7,500 - \$10,000 3. \$10,000 - \$12,500 4. \$12,500 - \$15,000 5. \$15,000 - \$20,000 6. over \$20,000
	5.	Is there more than one wage earner in the household?
		1. Yes 2. No
	6.	Which term best describes your occupation?
		1. managerial/clerical 2. professional 3. tradesman 4. service employee 5. sales 6. industrial 7. government employee 8. academic (teacher) 9. retired



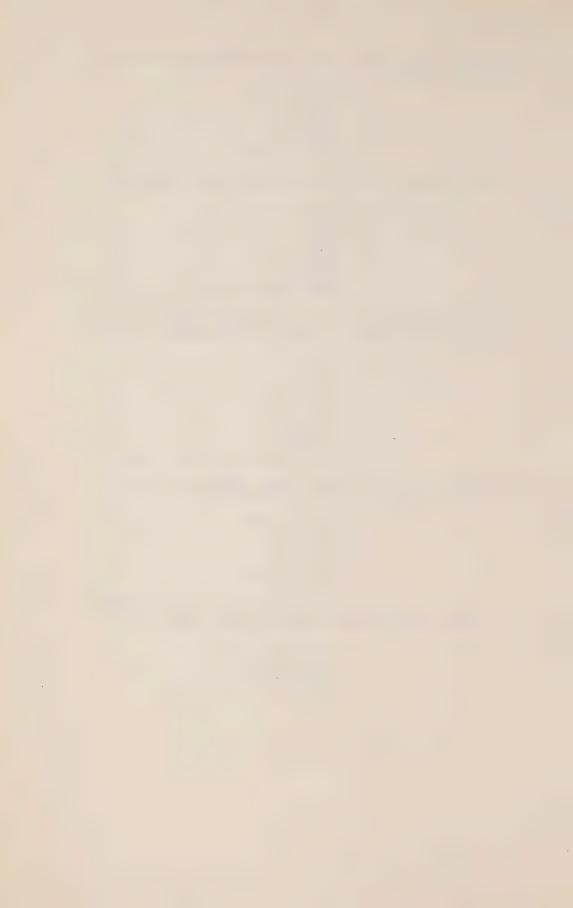
7.	What is your highest lev	el of educational att	tainment?
		grade school some high school high school graduate some university or c university or colleg other	college
8.	How much do you pay each mortgage payments only)	month for housing?	(rent or
	4. 5. 6.	less than \$150 \$150 - \$225 \$226 - \$300 \$301 - \$375 \$376 - \$450 over \$450 not applicable	
SHO	PPING BEHAVIOUR:		
9.	Since the beginning of t you made out of Ear Fall	he year, about how ma s? (exclude trips to	any trips have and from work)
	2. 3.	less than 5 5 - 10 10 - 15 15 - 20 more than 20	
10.	What were your most comm Ear Falls? (exclude tri	on destinations for t ps to and from work)	crips out of
		Fort Frances 6 Kenora 7	5. Thunder Bay 6. Vermillion Bay 7. Winnipeg 8. Other (please specify)
	Most common destination	from above list.	
	Second most common desti	nation from above lis	st.



12.	What were your reasons for go	ing?
	2. visi 3. medi 4. ente 5. shop 6. vaca	
	Most common reason for making	g a trip from above list.
	Second most common reason for	making a trip from above list.
14.	A number of products and services were a	vices are currently unavailable in ue to shop out of town even if available in Ear Falls?
	1. Yes 2. No	
15.	In what community do you usu	ally purchase FOOD?
	3. Ken 4. Red 5. Thu 6. Win	Falls
16.	What proportion of your tota in Ear Falls?	1 annual FOOD purchases are made
	2. abo 3. abo 4. abo	s than 10% out 25% out 50% out 75% oe than 75%
17.	. In what community do you usu	ally purchase CLOTHES?
	2. Ear 3. Ker 4. Rec 5. Th	rden Falls Hora Lake Under Bay Unipeg Her (please specify)



	made in Ear Falls?	total annual CLOTHING purchases are
	1.	less than 10%
	2.	
	3.	
	4.	
	5.	
19.	In what community do yo	u usually purchase HOME FURNISHINGS.
	1.	Dyrden
	2.	Ear Falls
	3.	
	4.	7 1 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2
	5.	
	6.	1 - 0
	7.	Other (please specify)
20.	In what community do yo merchandise (i.e. small supplies)?	u usually purchase hardware and related appliances, sporting goods, automotive
	1.	Dryden
	2.	Ear Falls
	3.	
	4.	Red Lake
	5.	Thunder Bay
	6.	Winnipeg
	7.	Other (please specify)
21.	What proportion of your merchandise purchases a	total annual hardware and related re made in Ear Falls?
	1.	less than 10%
	2.	about 25%
	3.	about 50%
	4.	about 75%
	5.	more than 75%
22.		selection and quality of goods offered s compared to other communities?
	1.	very good
	2.	satisfactory
	3.	unsatisfactory
	4.	poor



23.	Do you think that retail prices in Ear Falls are higher than in other communities?
	1. Yes 2. No
	(if reply is no, go to question 25)
24.	If you answered yes to question 21, how much higher do you think retail prices are in Ear Falls?
	1. less than 10% 2. 10% - 20% 3. 20% - 30% 4. more than 30%
25.	Which retailing facilities should be given priority in the future development of Ear Falls? List in order of preference.
	1. 2. 3. 4. 5. 6.
	Additional comments:



APPENDIX 5



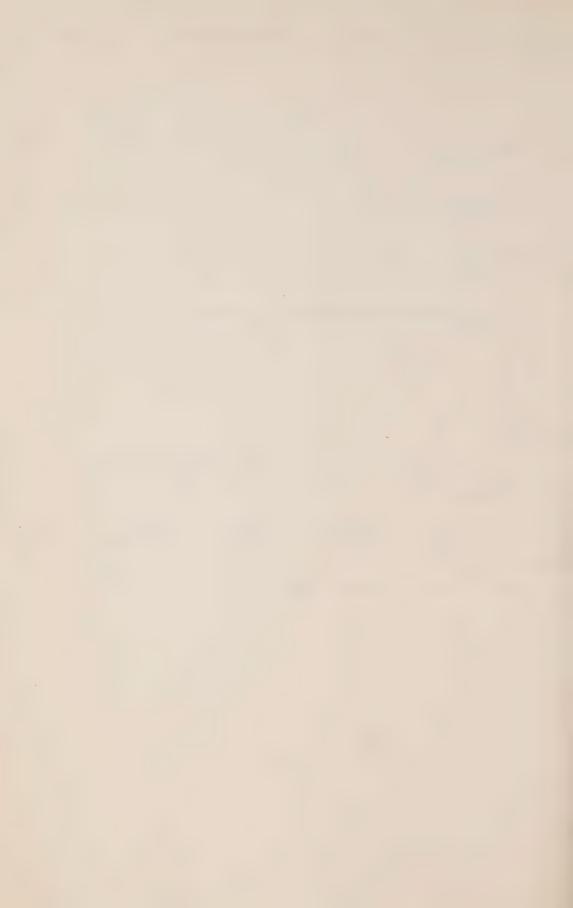
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			REL AT IVE	AUJUSTED	C U 4
		ABSOLUTE	FREQ	FREG	r R트 1
ATEGORY LABEL	CUDE	FREQ	(PCT)	(PCT)	(PCT)
INDER1	1 •	4	2.4	2.4	2.4
-3	2.	31	18.8	18.9	21.3
- 5	3.	21	12.7	12.0	34•1
VER5	4.	137	64.8	65.2	93.4
	5.	1	0.6	0.6	100.0
	0.	1	0.6	MISSING	100.0
	TOTAL	165	100.0	100.0	



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    1. ** ( 4)
    1 UNDER1
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    2. ******* ( 31)
     I 1-3
      ī
    3. ***** ( 21)
     I 4-5
    4 • ***************** ( 107)
      I OVER5
      I
      I
    5, * ( 1)
      I
      I
      1
    0. * ( 1)
(MISSING) I
      0 40 80 120 160 200
      FREQUENCY
        3.427 STD ERR 0.069
4.000 STO DEV 0.887
                                MEDIAN
VARIANCE
                                          3.743
MODE
                                          0.786
SKEWNESS -1.099
VALID CASES 164 MISSING CASES 1
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LNGSTY

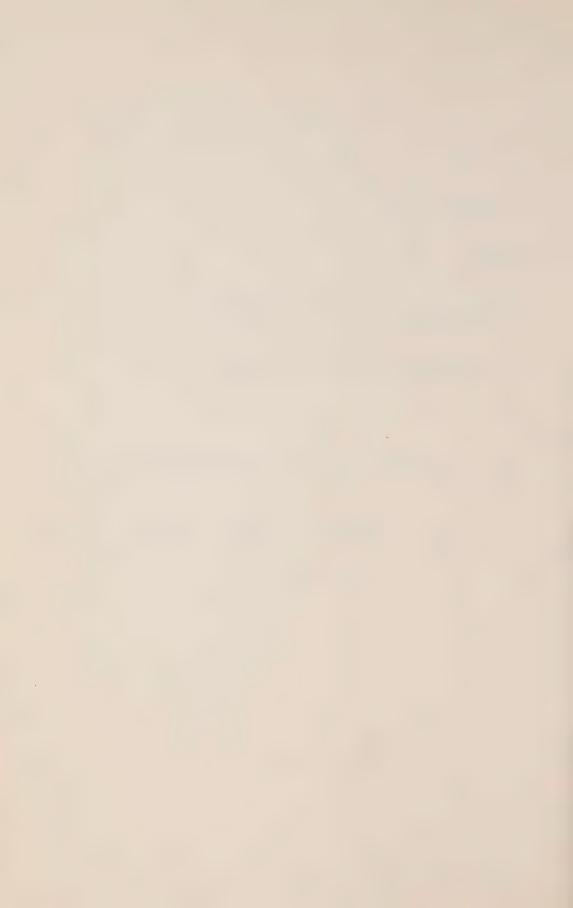
			RELATIVE	AD JUSTED	C U .4
		ABSULUTE	FREQ	FREQ	FRED
CATEGORY LABEL	CODE	FREG	(PCT)	(PCT)	(PCT)
UNDER1	1 •	ϵ	3.6	3 . 7	3 . 7
1-3	2.	1 1	6.7	3.7	10 • 4
4-5	3.	7	4 • 2	4 • 3	14.6
INDEFINITE	4 •	71	43.C	43 • 3	57.9
DON • T KNOW	5.	69	41.8	42.1	100.0
	0.	1	0.6	MISSING	100.9
	TOTAL	165	100.0	100.0	



LNGSTY

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CODE
    I
    1. **** ( 5)
     I UNDER1
    2. ***** ( 11)
     I 1-3
    3. ***** ( 7)
     I 4-5
    I INDEFINITE
    5. ******** ********** ( 69)
      I DON'T KNOW
     I
   0. ** ( 1)
(MISSING) I
     FREQUENCY
       4.134 STD ERR C.080 MEDIAN
4.000 STD DEV 1.024 VARIANCE
MEAN
MODE
                                       4.317
                                       1.349
SKEWNESS
       -1.468
```

VALID CASES 164 MISSING CASES 1



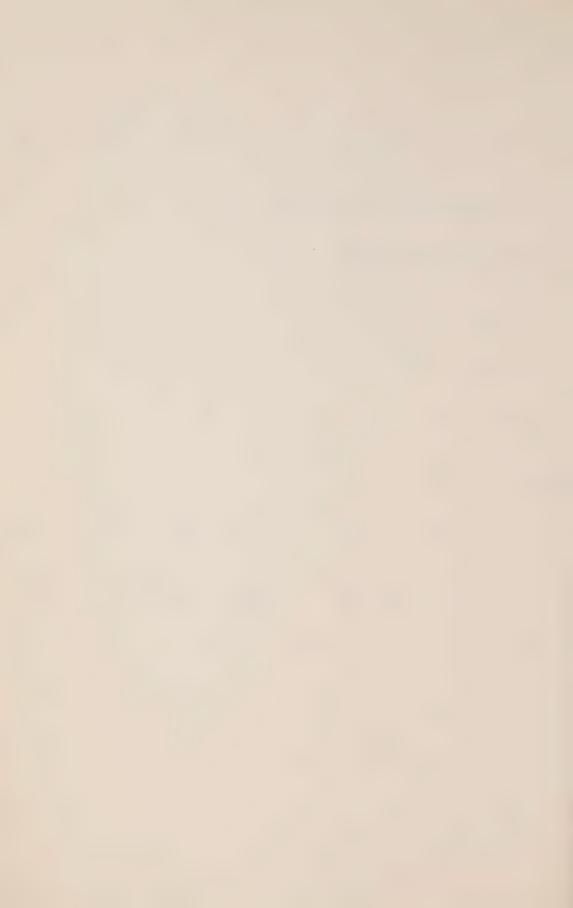
HSHL D

			RELATIVE	ADJUSTED	CUM
		ABSOLUTE	FREQ	FREG	FREG
CATEGORY LABEL	CODE	FREG	(PCT)	(PCT)	(PCT)
1-2	1.	34	20.6	20.7	20.7
3-4	2.	75	45.5	45.7	ob • 5
5-6	3 •	40	24.2	24.4	90.9
7-8	4.	7	4.2	4 • 3	90.1
OVER8	5.	6	3.6	3 • 7	93 8 8
	6.	2	1.2	1.2	100.0
	0.	1	0.6	MISSING	100.0
	TCTAL	165	100.0	100.0	



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          I 1-2
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       I 3-4
          I
        3. *********** ( 4))
           1 5-6
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           I
        4. **** ( 7)
          I 7-8
          I
       5. **** ( 5)
          I UVER8
           I
       6. ** ( 2)
        I
          I
       0. ** ( 1)
MISSING) I
           \mathsf{I} \bullet \bullet \bullet \bullet \bullet \mathsf{I} \bullet \bullet \bullet \bullet \bullet \mathsf{I} \bullet \bullet \bullet \bullet \bullet \bullet \mathsf{I}
           0 20 40 60 80 100
          FREQUENCY
IE/N
              2.280 STD ERR 0.081 MEDIAN 2.140
2.000 STD DEV 1.036 VARIANCE 1.074
IODE
KEWNESS 1.108
'ALIC CASES 164 MISSING CASES 1
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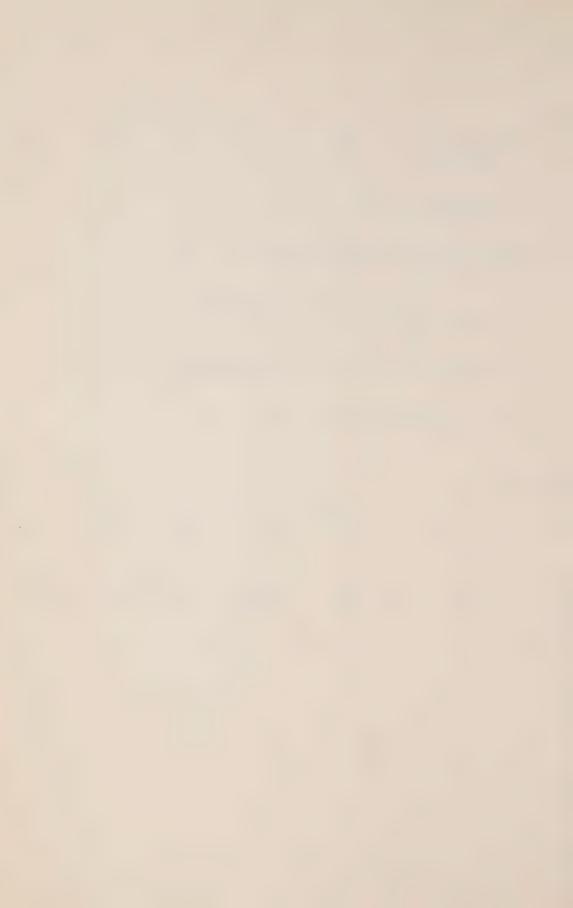
INCOME

		ABSOLUTE	RELATIVE FREQ	ADJUSTED FREQ	CUM FREQ
CATEGORY LABEL	CODE	FREQ	(PCT)	(PCT)	(PCT)
UNDER7500	1.	13	7.9	8.1	8 • 1
7500-9999	2 •	10	6 • 1	6.2	1 4 = 3
10000-12499	3.	32	19.4	19.9	34.2
12500-14999	4 •	37	22.4	23.0	57.1
15000-19999	5.	47	28.5	29 • 2	86.3
DVER 19999	6.	22	13.3	13.7	100.0
	0.	4	2 • 4	AISSING	100.0
	TOTAL	165	100.0	100.0	



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INCOME
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CODE
   1. ********** ( 13)
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   2. ********* ( 10)
     1 7500-9999
   1 10000-12499
     ĭ
   4 • **************** ( 37)
    1 12500-14399
     I
   I 15000-19999
     I
   6. ********* ( 22)
     I OVER19999
   0 . **** ( ' 4)
MISSING) I
     0 10
    FREQUENCY
IF/ N
  4.000 STD ERR 0.112 MEDIAN 4.189
5.000 STD DEV 1.423 VARIANCE 2.025
ODE
KEWNESS -0.521
ALID CASES 161 MISSING CASES 4
```



WAGERN

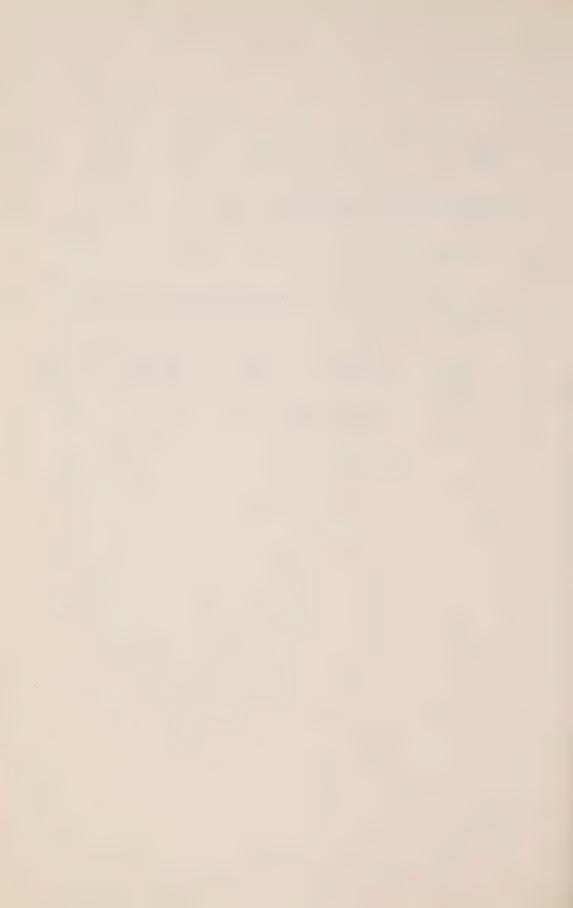
CATEGORY LABEL	CODE	ABSOLUTE FREO	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
YES	1.	56	33.9	34.1	34 • 1
ОМ	2.	108	65.5	65.9	100.0
	0 •	1	0.6	MISSING	100.0
	TUTAL	165	100.0	100.0	



```
WAGERN
```

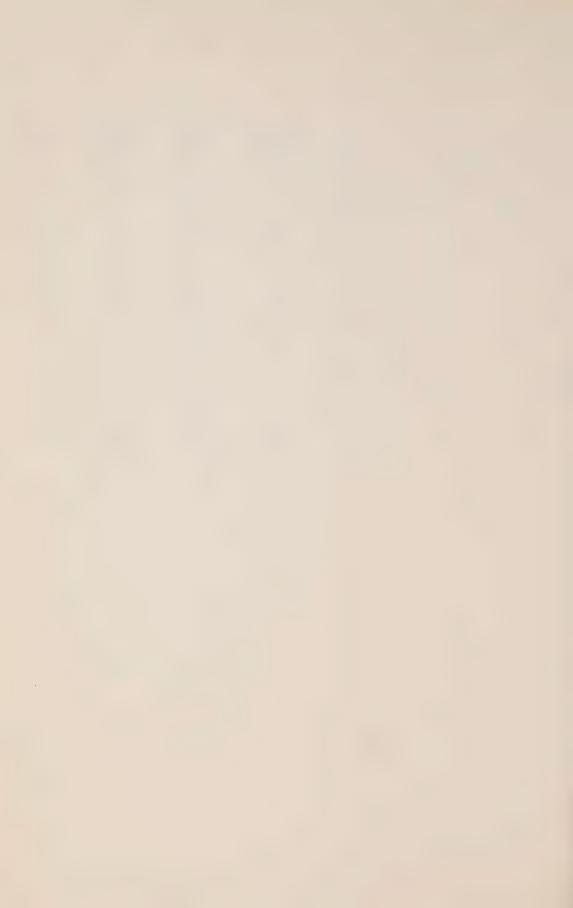
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CODE
                         1. ********** ( 56)
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(MISSING) I

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                                   FREQUENCY
                                               1.659 STD ERR 0.037 MEDIAN
2.000 STD DEV 0.476 VARIANCE
MEAN
                                                                                                                                                                                                                                                    1.741
MODE
                                                                                                                                                                                                                                                     0.226
SKEWNESS -0.667
VALIC CASES 164 MISSING CASES 1
```



OCCUPTN

			RELATIVE	ADJUSTED	CUM
CATICOTAL LAND.		ABSOLUTE	FREQ	FREQ	FREQ
CATEGORY LABEL	CODE	FREQ	(PCT)	(PCT)	(PCT)
MANAGERIAL - CLERICAL	1 •	26	15.8	16.0	16.0
PROFESSIONAL	2.	8	4.8	4.9	20.9
TRADESMAN	3.	53	32.1	32.5	53.4
SERV ICE	4.	13	7.9	8.0	61.3
SALFS	5.	6	3.6	3.7	65.0
INDUSTRIAL	6.	32	19.4	19.6	84.7
GOV'T EMPLOYEE	7.	10	6.1	6.1	90.8
ACADEM IC	8.	7	4.2	4.3	95 • 1
RETIRED	9.	8	4.8	4.9	100.0
	0.	2	1.2	MISSING	100.0
	TCTAL	165	100.0	100.0	



DCCUPTN

```
CODE
                   1. ******** ( 26)
                          I MANAGERIAL-CLERICAL
                          I
                   2. **** ( 3)
                           I PROFESSIONAL
                   3 • *********************************
                          I TRADESMAN
                           I
                           I
                   4. ****** ( 13)
                         I SERVICE
                   5. **** ( 6)
                          I SALES
                  6. ************ ( 32)
                         I INDUSTRIAL
                   7. ***** ( 10)
                         I GOV'T EMPLOYEE
                          I
                  8. **** ( 7)
                        I ACADEMIC
                  9. **** ( 3)
                           I RETIRED
                           I
                0. ** ( 2)
(MISSING) I

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                          FREQUENCY
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06/25/76

FILE - NONAME - CREATED 06/25/76

 MFAN
 4.129
 STD ERR
 9.100
 MEDIAN
 0.536

 MUDE
 3.000
 STD DEV
 2.294
 VARIANCE
 5.101

 SKEWNESS
 0.425
 VALID CASES 163 MISSING CASES 2



ECUCATN

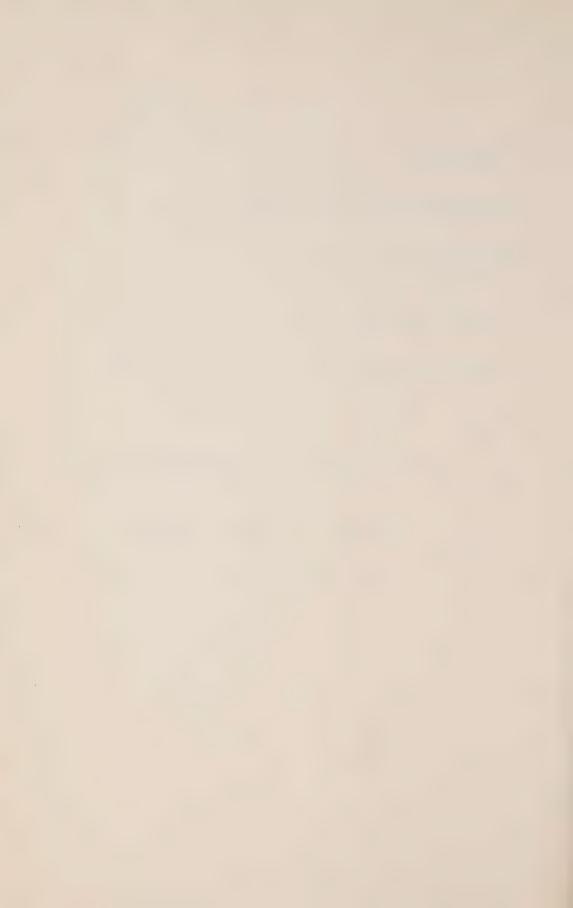
			RELATIVE	ADJUSTED	CUM
		ABS JEUTE	FREG	FREG	FREG
CATEGORY LABEL	CODE	FREQ	(PCT)	(PCI)	(PCT)
GRACE SCHOOL	1 .	3.1	18.8	18.8	18.3
SOME HIGH SCHOOL	2.	67	40.6	40.6	59.4
HS GRADUATE	3.	30	18.2	13.2	77.6
SCME UNIVERSITY	4 •	16	10.9	10.9	#d+5
UNIVERSITY GRADUATE	5.	12	7.3	7.0.3	95.8
OTHER	0.	7	4.2	4 • 2	100.0
	TOTAL	165	100.0	100.0	



ECUCATN

ODE

```
CODE
    1. *********** ( 31)
     I GRADE SCHOOL
      I
     ľ
    I SOME HIGH SCHOOL
    3. *********** ( 30)
     I HS GRADUATE
     1
    4 * * * * * * * * * * ( 13)
     I SOME UNIVERSITY
     I
    5. ****** ( 12)
      I UNIVERSITY GRADUATE
      1
    6. **** ( 7)
     I OTHER
     FREQUENCY
       2.600 STD ERR 0.104 MEDIAN 2.203
2.000 STD DEV 1.338 VARIANCE 1.790
EAN
KEWNESS
        0.893
ALTO CASES 165 MISSING CASES 0
```



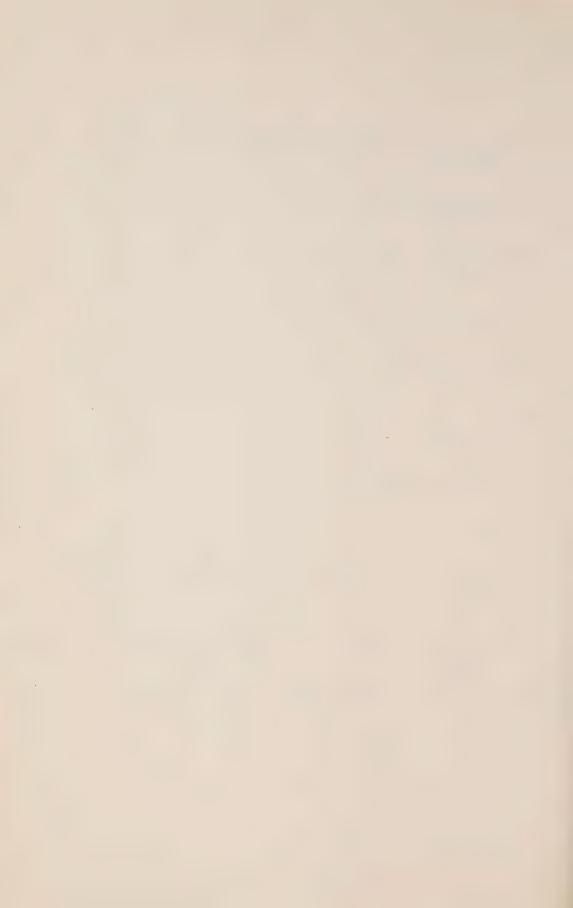
HOUSING

			RELATIVE	CITEULEA	([] 4
		ABSOLUTE	FIRE Q	FIREQ	1 (1 2
CATEGORY LABEL	CODE	FREQ	(PCT)	(PC T)	(PCT)
JNDER 150	1 .	75	45.5	46.3	46.3
150-224	2.	3.1	18.8	19.1	65.4
225-299	3 •	1 4	8.5	∄ • 6	74 • 1
300-374	4•	4	2 • 4	2.5	76.5
375-449	5.	2	1.2	1 •2	77.63
DVER449	6 •	1	0.6	?•€	7년 • 4
	7.	35	21.2	21.6	100.0
	0.	3	1.8	MISSING	100.0
	TOTAL	165	100.0	100.0	



HOUSNG

```
CODE
    1. **********************
     I UNDERIGO
    2. ************ ( 31)
      I 150-224
      I
    3. ******* ( 14)
      I 225-299
      1
      I
    4. *** ( 4)
      1 300-374
    5. ** ( 2)
      1 375-449
      I
      Ĭ
    6. ** ( 1)
      I OVER449
    7. ************* ( 3.5)
      Ī
      I
    0. *** ( 3)
(MISSING) I
      FREQUENCY
        2.815 STO ERR 0.180
1.000 STO DEV 2.373
                                   MEDIAN
                                             1.6 +4
1EAN
                                   VARIANCE
                                             5.030
10DE
SKEWNESS 1.005
/ALIC CASES 162 MISSING CASES 3
```



SHIR

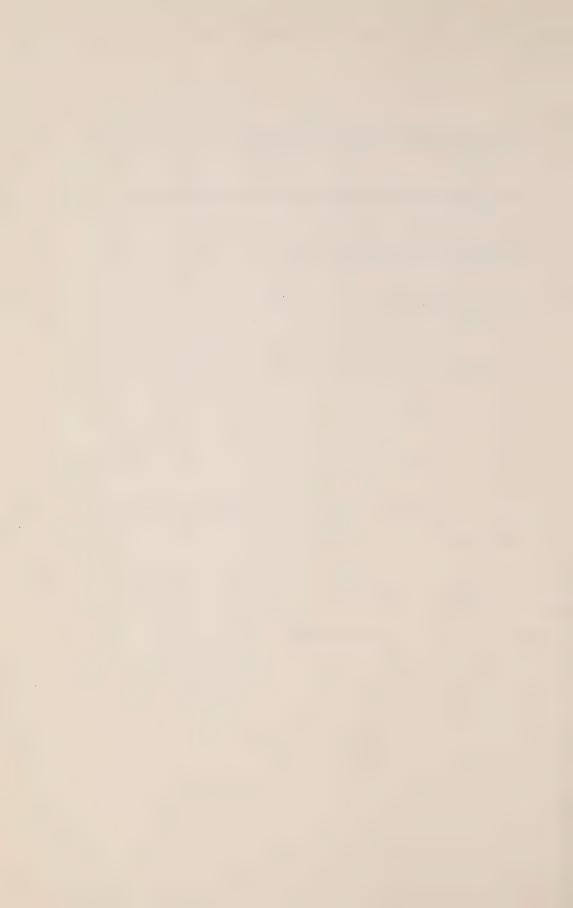
			RELATIVE	ADJUSTED	CU 1
		Ari SULUTE	FREQ	FREQ	FREG
ATEGORY LABEL	CCDE	FREQ	(PCT)	(PCT)	(PCT)
NDER5	1.	35	21.2	21.2	21
 9	2 •	46	27.9	27.9	4 3 + 1
0-14	3.	28	17.0	17.0	(h . 1
5-19	4 •	21	12.7	12.7	7000
VE N 19	5.	31	13.8	1 3 • ₺	97.6
	6.	3	1.8	1.8	9 7 • 4
	7 •	1	C • 6	0.5	100.0
	TUTAL	165	100.0	100.0	



RIPS

ODE

```
CODE
    1 • ************
      I UNDERS
      I
    2. ********************
      I 5-3
    3. ********************
      I 10-14
    4. *********** ( 21)
     I 15-13
    5 • ***********
     I OVER19
      I
      ï
    6. **** ( 3)
     1
     Ŧ
    7. ** ( 1)
     I
      I • • • • • • • I • • • • • • • I • • • • • • I • • • • • • • I • • • • • • • I
     0 10 20 30 40 50
     FREQUENCY
        2.879 STD ERR 0.117 MEDIAN 2.000 STD DEV 1.505 VARIANCE
EAN
                                  MEDIAN
VARIANCE
                                            2.250
KEWNESS
        0.399
ALIC CASES 165 MISSING CASES 0
```



EST#1

ATEGORY LABEL	CODE	ABS JEUTE FREQ	FREQ		EPE,
RYDEN	1 •	61	49.1	49.7	43.7
ORT FRANCES	2 •	5	3.0	3.1	52.8
ENOFA	3.	29	17.6	17.0	70.0
ED LAKE	4 .	22	13.3	15.5	
HUNDER BAY	5•	6	3.6	3 • 7	37 . 7
INN IPEG	7.	20	12.1	12.3	100.0
	0 •	2	1 • 2	MISSING	100.0
	TOTAL	165	1)0.0	100.0	

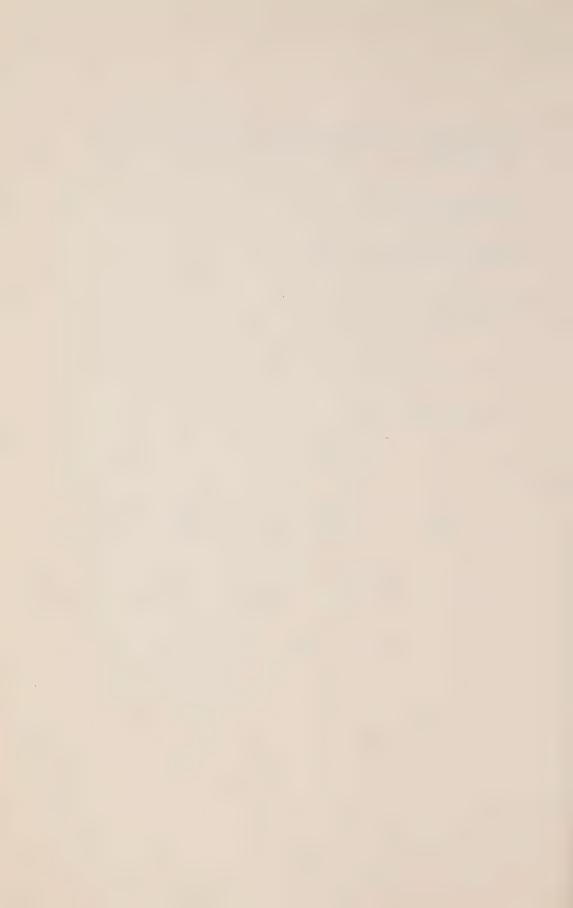


DESTAI

EFN

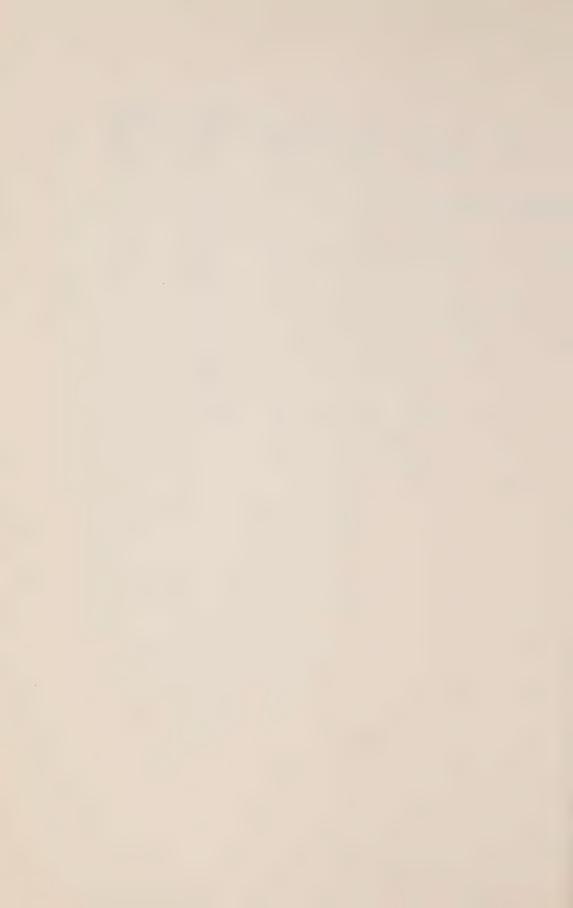
DOE

```
CODE
    1. **********************
     I DRYDEN
    2. **** ( 5)
     I FORT FRANCES
    3. *********** ( 29)
     I KENORA
     Ĭ
     I
    4. ******** ( 22)
     I RED LAKE
     I
     I
   5. **** ( 0)
     I THUNDER EAY
     I
   7. ******* ( -20)
     I WINNIPEG
     I
     I
   0. ** ( 2)
MISSING) I
     0 .20
               40 60 EC 100
     FREQUENCY
       2.675 STD ERR C.160 MEDIAN 1.600
1.000 STD DEV 2.045 VARIANCE 4.134
CEWNESS 0.984
ALID CASES 163 MISSING CASES 2
```



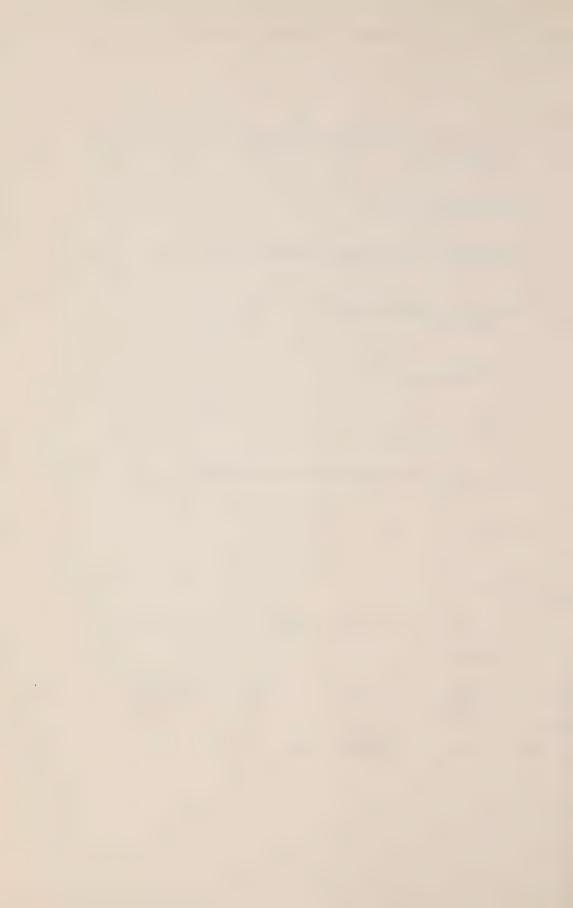
STA2

			RELATIVE	ADJUSTED	C (7-1
		ABSCLUTE	FREG	FREG	Profession
ATEGORY LABEL	CODe	FREQ	(PCT)	(PCT)	(PCT)
RYDEN	1 •	36	21.8	22.8	22.3
IRT FRANCES	2.	7	4.2	4 • 4	27.2
ENORA	3.	36	21.8	22.€	50.0
D LAKE	4 •	24	14.5	15.2	65.2
HUNCER BAY	5.	7	4.2	4.4	04.6
ERMILLION BAY	6 •	4	2 • 4	2.5	72.2
INN IPEG	7.	3 3	23.0	24.1	36.2
THER	8.	ŧ)	3.6	3.3	170.0
	0.	7	4.2	MISSING	100.0
	TICTAL	165	100.0	100.0	



EST#2

```
CODE
    1 • **********
      I DRYDEN
     ĭ
     I
   2. ****** ( 7)
      I FORT FRANCES
   3 • ***********************
      I KENDRA
      I
     Ι
    4. *************** ( 24)
     I RED LAKE
      1
    5. ****** ( 7)
      I THUNDER BAY
      1
    6. **** ( 4)
     I VERMILLION BAY
    7. ***************************
     I WINNIPEG
    (c ) ****** (s)
      I CTHER
      I
    0. ***** ( 7)
MISSING) I
     FREQUENCY
                                 MEDIAN
VARIANCE
        3.966 STD ERR 0.185
7.000 STD DEV 2.325
                                            3.500
EAN
                                           5.407
KEWNESS 0.236
ALIC CASES 158 MISSING CASES 7
```



EST#2

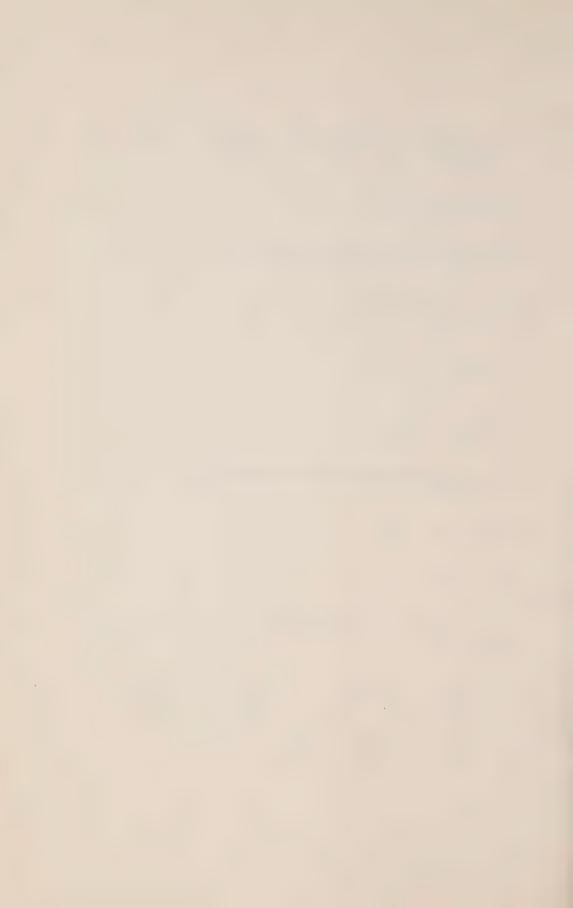
EAN

```
CODE
     I
    I DRYDEN
      Ī
     I
    2. ****** ( 7)
     I FERT FRANCES
    I KENDRA
      I
      I
    4. ************** ( 24)
     I RED LAKE
    5. ****** ( 7)
      I THUNDER BAY
    6. **** ( 4)
     I VERMILLION BAY
    7. ************
      I WINNIPEG
      I
     I
   8. ****** ( 5)
      I CTHER
     I
   0. ****** ( 7)
MISSING) I

    I
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    O
    10
    20
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    50

     FREQUENCY
        3.968 STD ERR
7.000 STD DEV
                         0.185
2.325
                                 VARI ANCÉ
                                 MEDIAN
                                           3.500
                                           5.407
KEWNESS 0.236
ALIC CASES 158 MISSING CASES 7
```

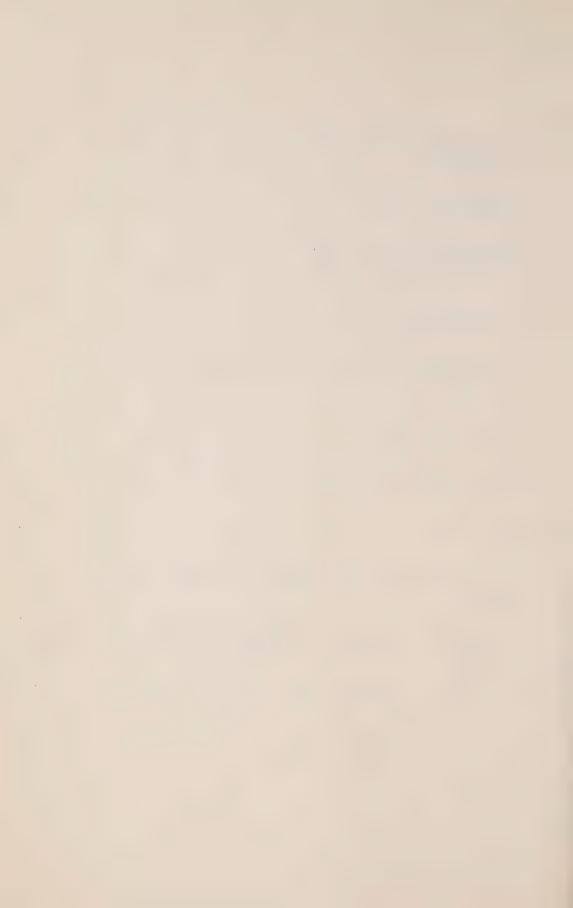


SN#1

AN

DE

```
CODE
    1 • ********** ( 30)
     I BUSINESS
     1
     I
   2 * ****** ( 15)
     I VISITING
     1
   3. ********* ( 29)
     I MEDICAL-DENTAL
     I
     Ī
   4. ** ( 2)
     I ENTERTAINMENT
   5 • ************************
     I SHOPPING
     I
   6 *** ( 4)
     I VACATION
     T
   7. **** ( 6)
    I OTHER
     I
   0. ** ( 1)
AISSING) I
     FREQUENCY
                                 MEDIAN
VARIANCE
       3.726 STD ERR 0.136
                                           4.577
       5.000
               STO DEV
                         1.742
                                           3.035
EWNESS
      -0.321
LID CASES
       164
               MISSING CASES 1
```



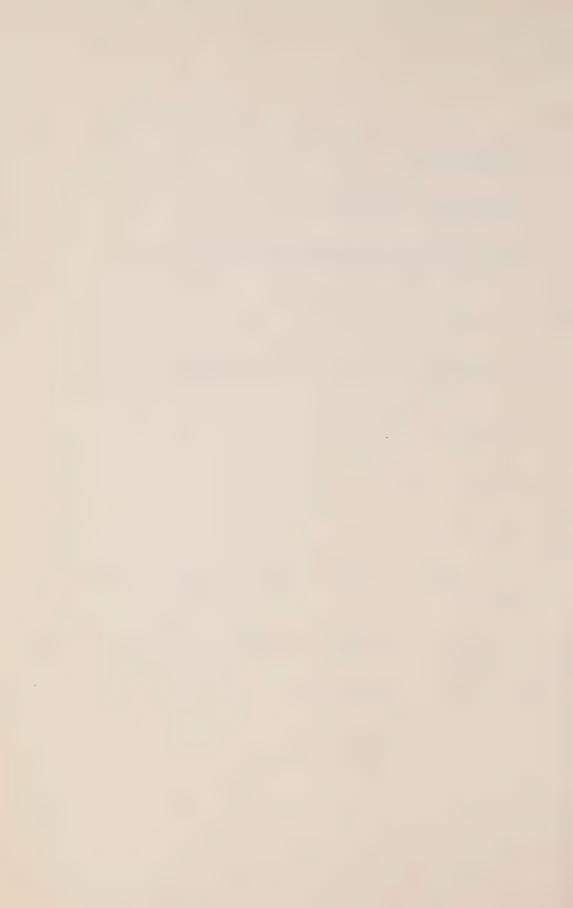
SN#2

			RELATIVE	AUJUSTED	CUM
		ABS JUUTE	FREG	FREQ	F 11. J
ATF CORY LABEL	CODE	F-REQ	(PCT)	(+3CT)	(PCT)
USINESS	1 •	17	10.3	1).7	1).7
ISITING	2.	27	10.4	17.0	27.7
EDICAL-DENTAL	3.	3 7	22.4	23.3	50.€
	4 •	17	10.3	10.7	61.6
HOPPING	5.	49	29.7	30.∀	92 63
ACATION	6.	8	4.8	·> · ()	47.5
THER	7.	4	2.4	2.5	100.0
	٥.	U	3.6	41.531NG	1)) • 0
	TUTAL	165	100.0	1 20 • 0	



```
N# 2
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```
CODE
   1 • ********** ( 17)
    I BUSINESS
   2. ************ ( 27)
     I VISITING
   3 • ******************************
     I MEDICAL-DENTAL
    ********** ( 17)
     I
   5. ********************
     I SHOPPING
     I
   6. ****** (8)
     I VACATIUN
     Ī
   7. **** ( 4)
     I OTHER
     1
     I
   0. ***** ( ))
MISSING) I
     FREQUENCY
                                MEDIAN
VARIANCE
                                         3.459
               STD ERR
STD DEV
                        0.124
       3.591
5.000
EAN
                                          2.458
                        1.568
        5.000
ODE
KEWNESS -0.006
ALID CASES 159 MISSING CASES 6
```

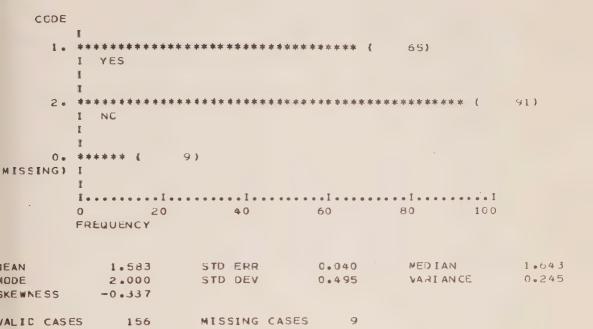


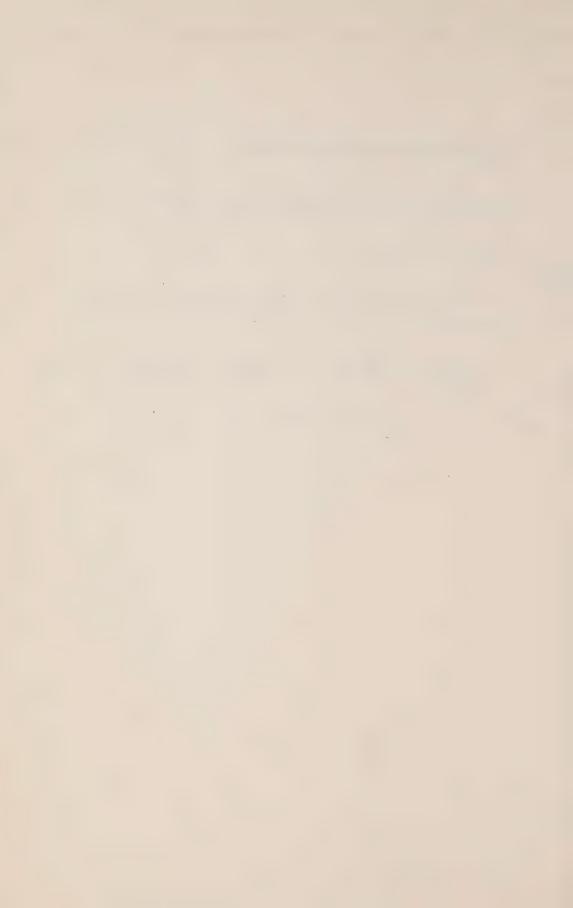
SHOPCUT

		ADD DO T		A) JUST .II	
CATEGORY LABEL	CCDE			FREG (PCT)	
/FS	1.	05	39.4	41.7	41.7
	2.	91	55.2	5 0. 3	100.0
	o •	9	5.5	AISSING	100.0
	TCTAL	165	100.0	100.0	



HUPCUT





000

			RELATIVE	AD JUSTED	CUM
		ABSOLUTE	FREQ	FREQ	FREQ
ATEGORY LABEL	CCDE	FREG	(PCT)	(PCT)	(PCT)
RYDEN	1.	48	29.1	29.1	29.1
AR FALLS	2 •	74	44.8	44.8	73.9
ENOFA	3.	22	13.3	13.3	87.3
ED LAKE	4 •	3	1 • 8	1.8	89.1
HUNCER BAY	5.	4	2.4	2.4	91.5
INN IPEG	6.	7	4.2	4.2	95.8
ITHER	7.	7	4.2	4.2	100.0
	TOTAL	165	100.0	1.00.0	

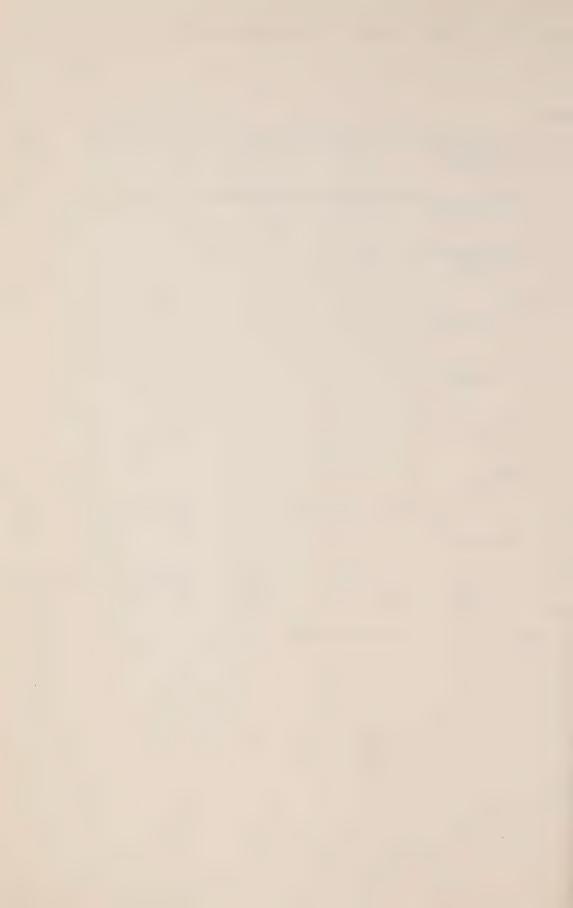


OOC

EAN

DDE

```
CODE
   1. ***************** ( 48)
     I DRYDEN
     T.
   I EAR FALLS
   3. ********* ( 22)
    I KENORA
     I
     X
   4. *** ( 3)
    I RED LAKE
     I
   5. *** ( 4)
     I THUNDER BAY
   6. ***** (
            7)
     I WINNIPEG
   7. **** ( 7)
     I OTHER
     FREQUENCY
       2.333 STD ERR 0.120 WEDIAN
2.000 STD DEV 1.535 VARIANCE
                                        1.956
                                        2.358
KEWNESS 1.745
ALIC CASES 165 MISSING CASES 0
```



000 %

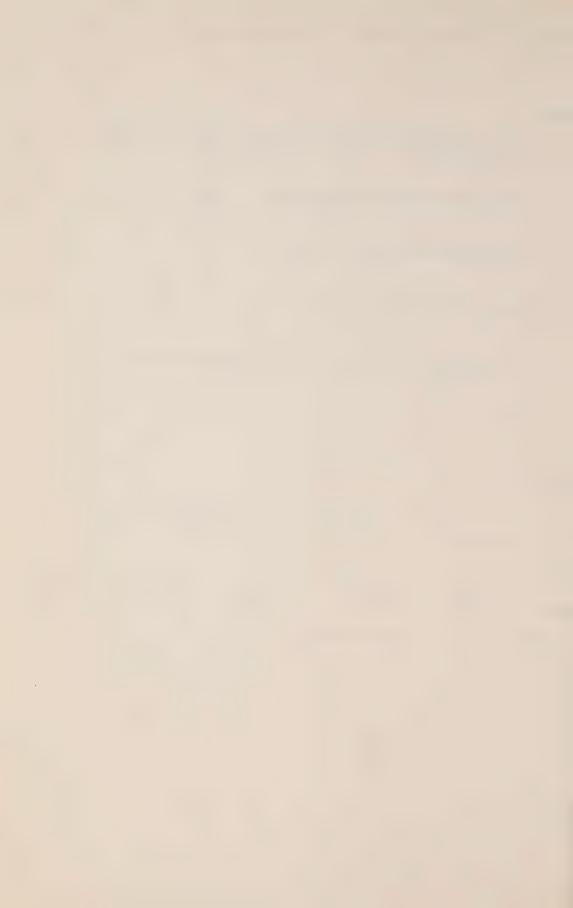
			RELATIVE	ADJUSTED	COM
		ABSOLUTE	FREQ	FREQ	FFEQ
TEGORY LABEL	CODE	FREQ	(PCT)	(PCT)	(PCT)
DER10%	1.	41	24.8	25.0	25.0
5%	2.	30	18.2	18.3	43.3
o% ·	3.	20	12.1	12.2	55.5
5 X	4.	25	15.2	15.2	70.7
ER75%	5•	47	28.5	28.7	99.4
	7.	1	0•6	0.6	100.0
	0 •	i	0.6	MISSING	100.0
	TOTAL	165	100.0	100.0	



```
X00C
```

DE

```
CODE
   1. *********************************
    I UNDER10%
   1 25%
    ľ
   3. ********* ( 20)
    I 50%
    I
   I
    Y
   5. **********************************
    I OVER75%
    I
   7. ** ( 1)
    I
    I
  0. ** ( 1)
ISSING) I
    FREQUENCY
      3.067 STD ERR 0.126 - MEDIAN
5.000 STD DEV 1.610 VARIANCE
AN
                                     3.050
                            MEDIAN
VARIANCE
                                    2.591
EWNESS
      0.032
LID CASES 164 MISSING CASES 1
```



THS

		ABSOLUTE	FREC	ADJUSTED FREQ	FREQ
ATEGORY LABEL	CODE	FREO	(PCT)	(PCT)	(PCT)
RYDEN	1 .	47	28.5	28.8	23.3
AR FALLS	2.	1 &	10.9	11.0	34.)
ENORA	3.	13	7.9	ರ∙ 0	47.9
ED LAKE	4 •	4	2.4	2.5	50.3
HUNDER BAY	5.	Ģ	5.5	5 • °.	55.3
INNIPEG	6.	52	31.5	31.9	87.7
THER	7.	20	12.1	12.3	100.0
	0.	2	1.2	MISSING	100.0
	TOTAL	165	100.0	100.0	



```
THE
```

AN

DE

```
CODE
      I
    1 • *************
      I DRYDEN
      Ī
      X
    2. ******* ( 18)
      I EAR FALLS
      I
      I
    3. ******* ( 13)
      I KENORA
      I
      1
    4. *** ( 4)
     I RED LAKE
    5. ***** ( 9)
      I THUNDER BAY
      I
    6. ******************
      I WINNIPEG
      I
    7. ******** ( 20)
     I OTHER
      I
   0. ** ( 2)
IISSING) I

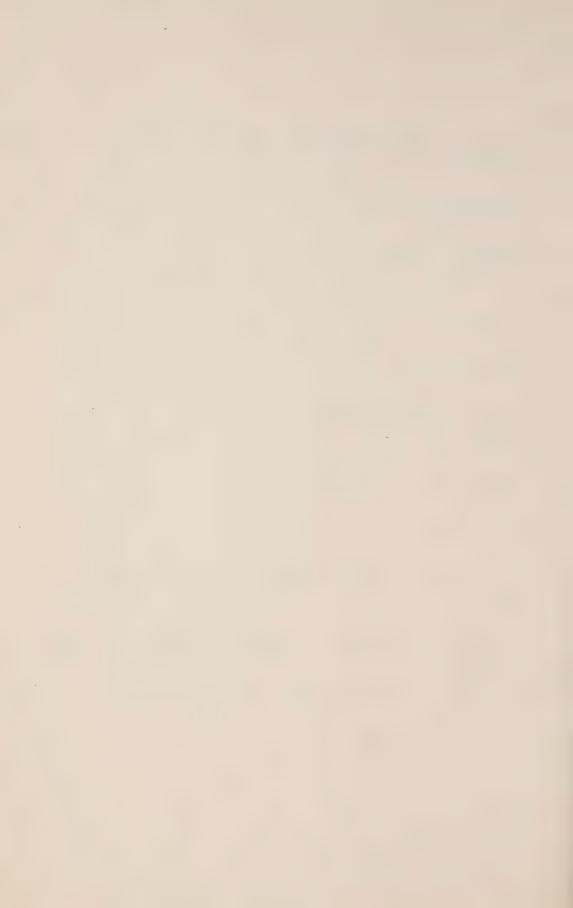
    1

    0
    20

    40
    60

    80
    100

      FREQUENCY
                                       MEDIAN
VARIANCE
                             0.185
                                                   4.375
         3.896 STD ERR
         6.000
                  STD DEV
                             2.361
                                                   5.575
EWNESS -0.084
LIC CASES 163 MISSING CASES 2
```



LTHS%

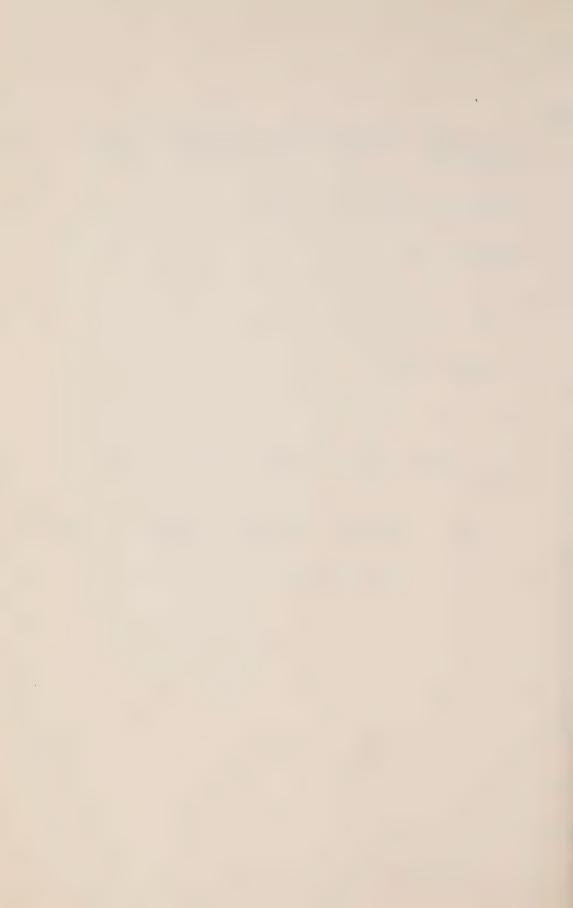
			RELATIVE	ADJUSTED	CJA
		ABSOLUTE	FREQ	FREO	FREQ
ATFGORY LABEL	CODE	FREQ	(PCT)	(PCT)	(PCT)
NDER10%	1.	٤ 7	52.7	52.7	52.7
5%	2.	45	27.3	27.3	80 . 0
				2.0	,,,,,
0%	3.	1.1	6.7	6.7	86.7
5 %	4.	9	5.5	5•5	92.1
VER75%	5.	1 1	6.7	6.7	9a• ਬ
	7.	2	1.2	1.2	1 20 • 0
	TOTAL	165	100.0	1 00 .0	



THS%

DE

```
CODE
   1
  I UNDERTO%
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   I
  2. **************** ( 45)
   I 25%
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   Ī
  3. ****** ( 11)
   I 50%
   I
   I
  4. ***** (
         9)
   I 75%
   I
   I
  5. ****** ( 11)
   I OVER75%
   I
   I
  7. ** ( 2)
   I
   I
   0 20
   FREQUENCY
     1.448
                              1.717
EWNESS 1.680
LIC CASES 165 MISSING CASES 0
```



FUEN

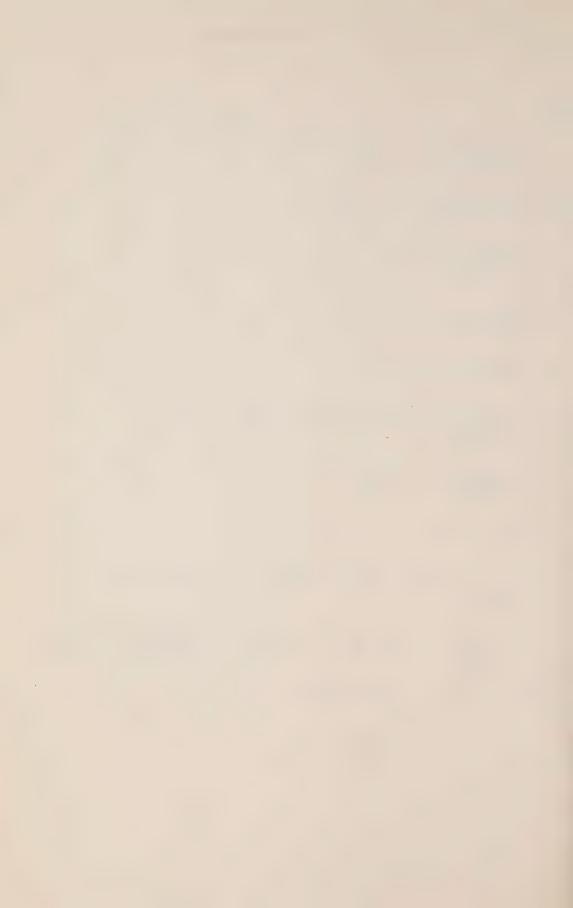
		4.20.21.4.22		ADJUSTED	
		ABSULUTE	FREQ	FREQ	EREG
TEGORY LABEL	CODE	FREG	(PCT)	(PCT)	(PCT)
YDEN	1.	22	13.3	13.6	13.6
R FALLS	2.	26	15.8	16.0	29.6
NORA	3.	13	7.9	8.0	37 • 7
D LAKE	4 •	7	4 • 2	4.3	42.0
UNDER BAY	5•	7	4.2	4.3	46.3
NN IPEG	6.	68	41.2	42.0	88.3
HER	7.	19	11.5	11.7	100.0
	0.	3	1.8	MISSING	100.0
	T OT AL	165	100.0	100.0	



FURN

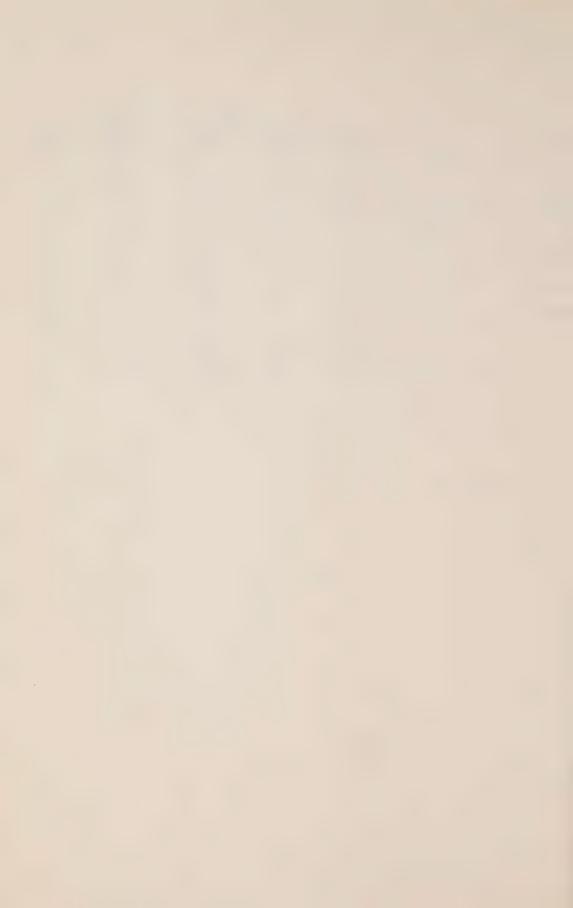
DE

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CODE
    1
   1. ********* ( 22)
     I DRYDEN
     K
     I
   2 . ********* ( 26)
     I EAR FALLS
     ĭ
     T
   3. ****** ( 13)
    I KENORA
     1
     1
   4. **** ( 7)
    I RED LAKE
     1
   5. ***** ( 7)
     I THUNCER BAY
                                  68)
   6. *******************
     I WINNIPEG
     1
   7. ********* ( 19)
     I OTHER
     I
     I
   0. *** ( 3)
ISSING) I
     FREQUENCY
               STD ERR 0.168 MEDIAN
STD DEV 2.138 VARIANCE
                                            5.588
       4.426
                                            4.509
       6.000
EWNESS -0.447
LID CASES 162
               MISSING CASES 3
```



WRE

TEGORY LABEL	¢ ade	ABSCLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREG (PCT)	CUM FREQ (PCT)
YDEN	1 •	60	36 • 4	36•4	36.4
R FALLS	2.	63	38.2	38.2	74.5
NORA	3.	19	11.5	11.5	86 • 1
D LAKE	4 •	3	1.8	1.8	37.9
UNDER BAY	5.	5	3.0	3.0	90.9
NNIPEG	6.	12	7.3	7.3	58.2
HER	7.	3	1.8	1.8	100.0
	TOTAL	165	100.0	100.0	



DWRE

E 1 DDE

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CODE
    1. ***************
      I DRYDEN
       I
      I
    2. ********* ( 63)
      I EAR FALLS
       I
       I
    3. ******** ( 19)
      I KENORA
      I
      X
    4. *** ( 3)
      I RED LAKE
      I
    5 **** ( 5)
      I THUNDER BAY
       I
    6. ***** ( 12)
      I WINNIPEG
      Œ
      I
    7. *** ( 3)
       I OTHER

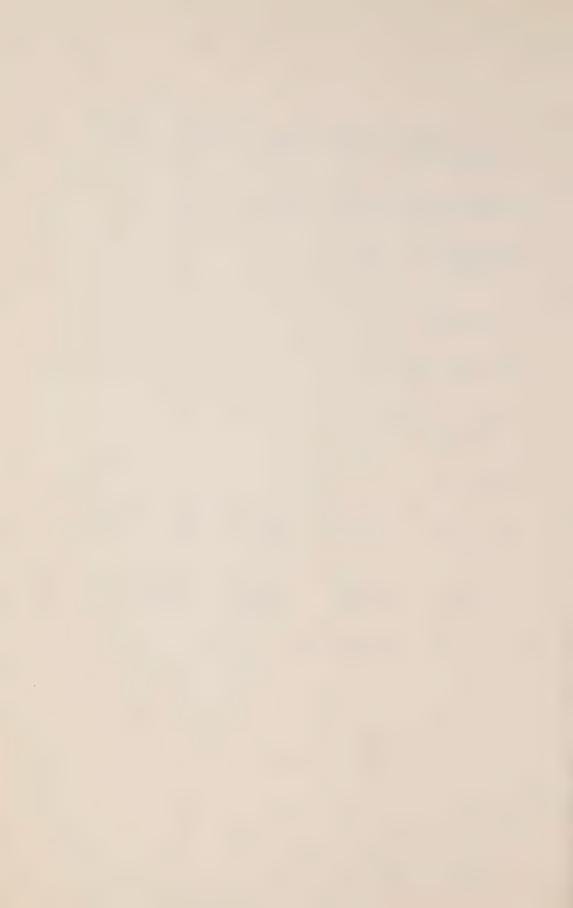
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    0
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    60

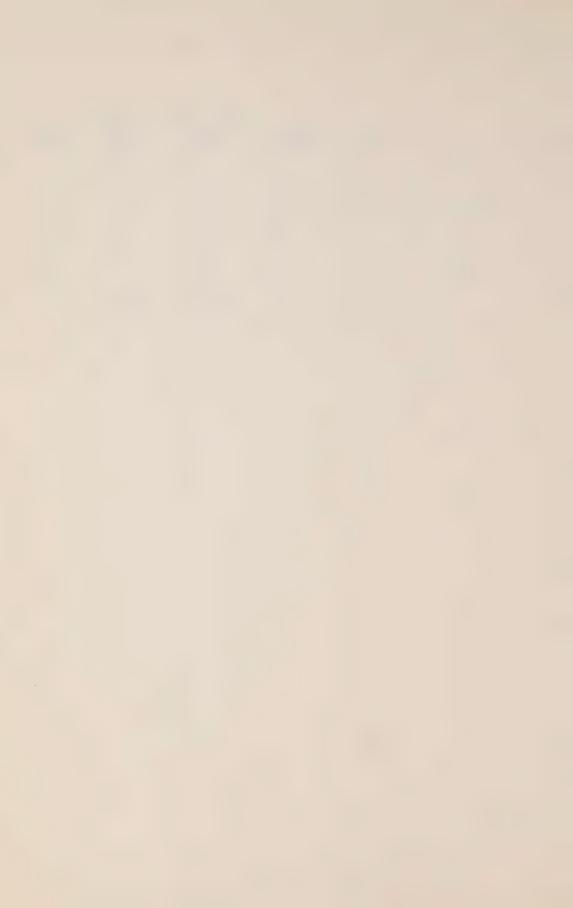
    80
    100

      FREQUENCY
         2.261 STD ERR 0.120 MEDIAN 1.857
2.000 STD DEV 1.546 VARIANCE 2.389
KEWNESS 1.572
ALTO CASES 165 MISSING CASES 0
```



DWRE%

		450 = 1	RELATIVE	ADJUSTED	CUM
ATEGORY LABEL	CODE	ABSCLUTE	FREQ	FREG	FREQ
THE CONTRACTOR OF THE CONTRACT	CODE	FREQ	(PCT)	(PCT)	(PCT)
NDE F1 0%	1.	59	35.8	35.8	35.3
5%	2.	33	20.0	20.0	55.3
0%	3.	23	13.9	13.9	69.7
				1309	6907
5%	4 •	20	12.1	12.1	ਰ1.5
VER75%	5.	30	18.2	1.3. 0	
			1002	18.2	100.0
	TOTAL	165	100.0	100.0	

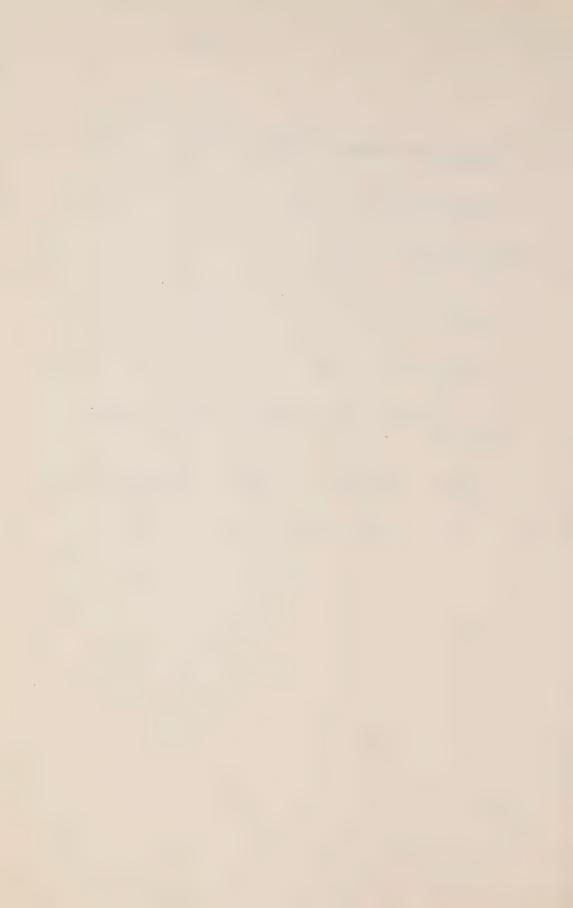


IDWRE%

EAN

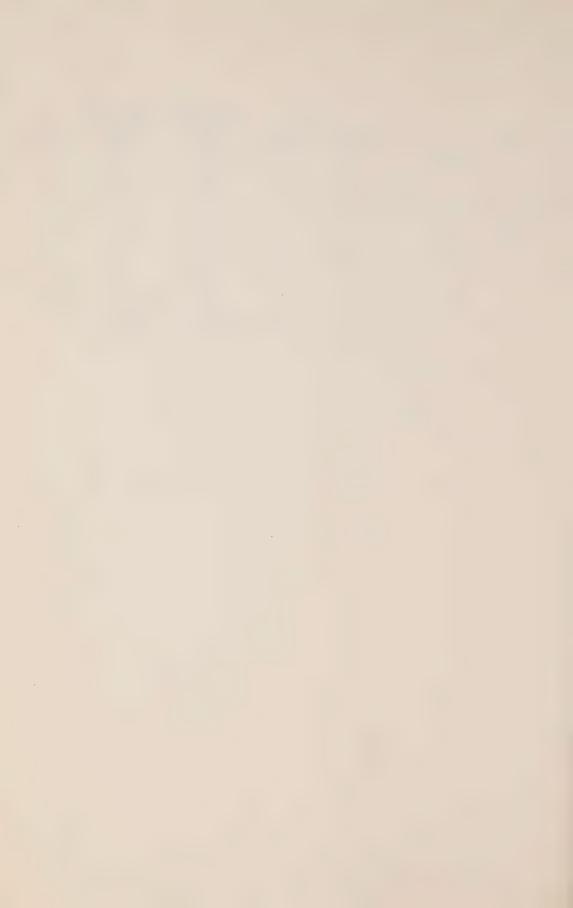
```
CCDE
                   I UNDER10%
                   2 • ********** ( 33)
                         I 25%
                            L
                           I
                   3. ********* ( 23)
                          1 50%
                          I
                           I
                   4. ********* ( 20)
                         I 75%
                  5. **************** ( 30)
                            I OVER75%
                           ¥

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                           FREQUENCY
                                    2.570 STD ERR 0.113 MEDIAN
1.000 STD DEV 1.519 VARIANCE
                                                                                                                                                           VARI ANCE
                                                                                                                                                                                                         2.212
ODE
                                                                                                                                                                                                        2.308
KEWNESS 0.446
ALIC CASES
                                      165
                                                                       MISSING CASES 0
```



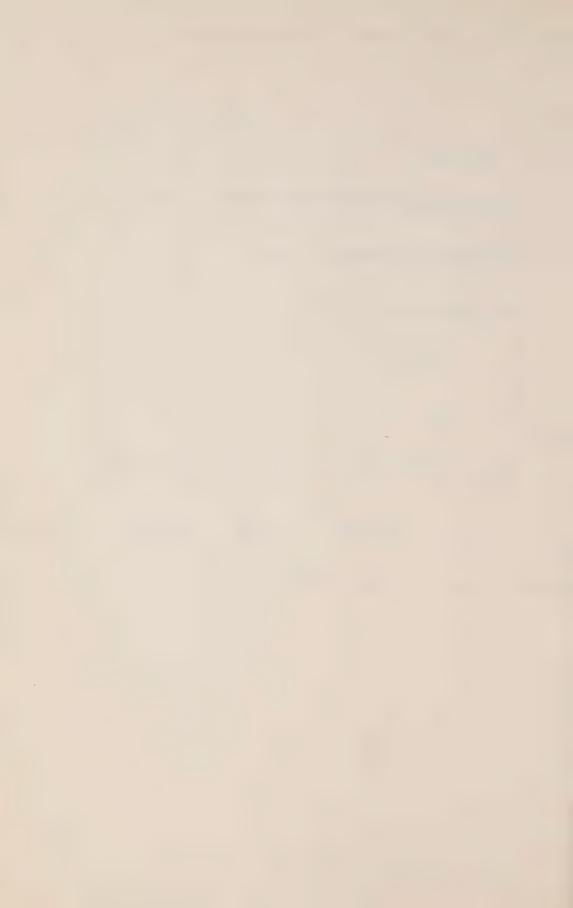
ETLNG

			RELATIVE	ADJUSTED	CU 4
		ABSOLUTE	FREQ	FREQ	FREQ
ATEGORY LABEL	CCDE	FREQ	(PCT)	(PCT)	(PCT)
ERY GOOD	1.	15	9.1	9.1	9 • 1
ATISFACTORY	2.	72	43.€	43.9	53.0
NSATI SFACTORY	3.	44	26.7	26.8	79.9
00R	4.	32	19.4	19.5	99.4
	5.	1	0.6	0 • 6	100.0
	0.	1	0.6	MISSING	100.0
	TOTAL	155	100.0	100.0	



ETLNG

```
CCDE
     I
    1. ******* ( 15)
      I VERY GOOD
      ¥
    2 • ******** ( 72)
     I SATISFACTORY
      I
    3. ************** ( 44)
     I UNSATISFACTORY
      I
      T.
    4. *********** ( 32)
     I POCK
      I
      I
    5. ** ( 1)
      I
      ľ
      I
   0. ** ( 1)
MISSING) I
      1......I
0 20 40 60 80 100
      0 20
      FREQUENCY
        2.585 STD ERR 0.072 MEDIAN
2.000 STD DEV C.926 VARIANCE
                                     MEDIAN 2.431
VARIANCE C.853
EAN
ODE
KEWNESS
         0.259
ALIC CASES 164 MISSING CASES 1
```

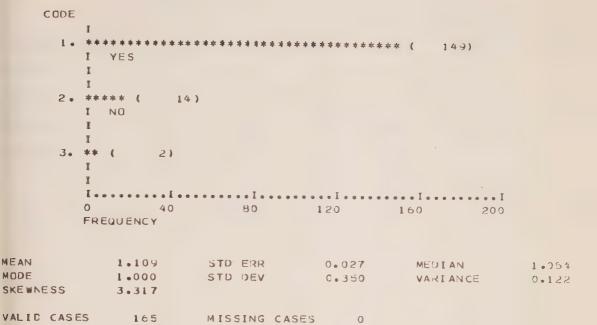


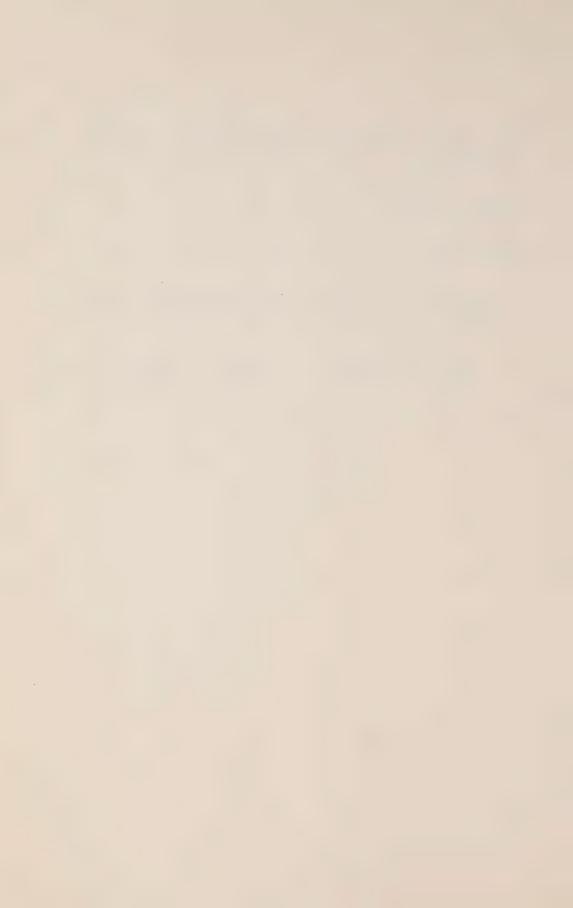
RICE

			RELATIVE	AUJUSTED	CUM
		ABSJLUTE	FREQ	FREQ	단 3년 🧿
ATEGORY LABEL	CODE	FREQ	(PCT)	(PCT)	(PCT)
ES	1.	149	90.3	90.3	3 0.3
o .	2.	14	8.5	8.5	ବର. ଥ
	3.	2	1.2	1.2	100.0
				-	
	T CT AL	165	100.0	100.0	



PRICE





HOWHIGH

			RELATIVE	AD JUSTED	CUM
		ABSOLUTE	FREQ	FREQ	FREQ
CATEGORY LABEL	CCDE	FREG	(PCT)	(PCT)	(PCT)
UNDER10%	1.	1 4	მ∙5	9.2	# • 2
10%-19%	2.	75	45.5	49.0	54.2
20%-29%	3.	47	28.5	30.7	ರಿಶ. ಕ
OVER29%	4 •	1 7	10.3	11 • 1	100.0
	0 •	12	7.3	MISSING	100.0
	T CT AL	165	100.0	100.0	



HOWHIGH

153

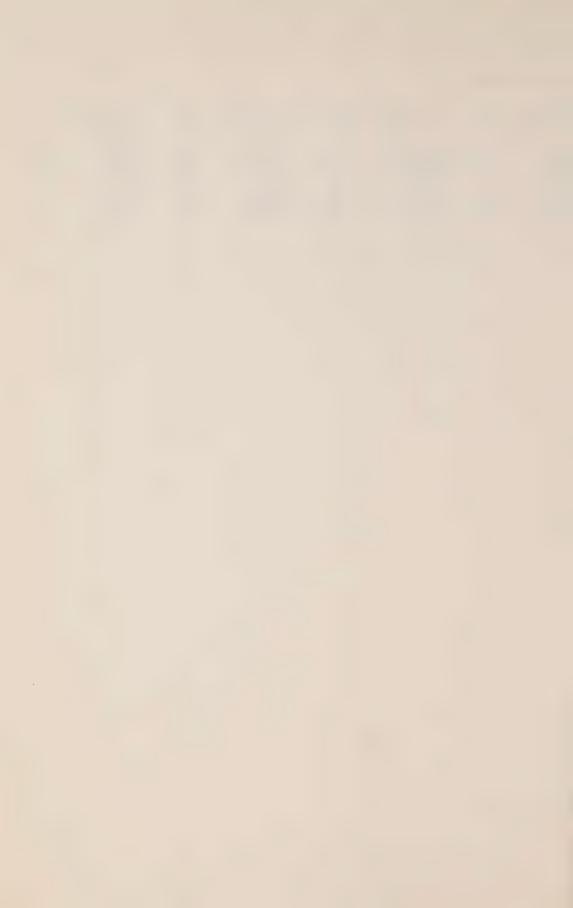
```
CCDE
      Ĭ
    1. ******* ( 14)
      I UNDER10%
      I
      I
    I 10%-19%
      I
      I
    3. *************** ( 47)
     1 20%-29%
      1
      I
    4. ******** ( 17)
     I OVER29%
    0. ****** ( 12)
(MISSING) I
      FREQUENCY
MEAN
        2.438 STD ERR 0.065 MEDIAN
2.000 STD DEV C.810 VARIANCE
                                 MEDIAN 2.333
VARIANCE 0.656
MODE
SKEWNESS
       0.313
VALIC CASES
```

MISSING CASES 12



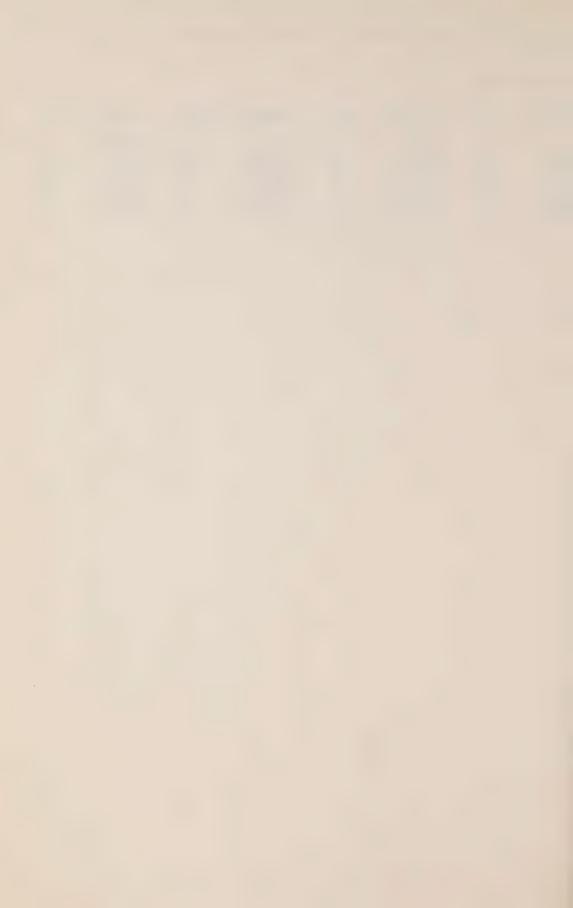
POSITIONAL INDEX

VARIABLE	PAGE	VARIABLE	PAGE	VARIABLE	PAGE	VARIABLE	PAGE
LNGLIV	1	ECUCATN	1 4	RSN#2	26	HMEURN	3.8
LNGSTY	3	HOUSNG	16	SHCPOUT	28	HOWRE	40
HSHLD	5	TRIPS	18	FOOD	30	HDWRE%	42
INCOME	7	DEST#1	20	FCCD%	32	RETLING	44
WAGERN	9	DEST#2	22	CLTHS	34	PRICE	46
CCCUPTN	11	RSN#1	24	CLTHS%	36	HOWHIGH	48



ALPHABETIC INDEX

VARIABLE	PAGE	VARIABLE	PAGE	VARIABLE	PAGE	VARIABLE	٠, ر) ۵ د،
CLTES	34	FOUD%	32	HSHLD	5	RETLING	44
CLTHS%	36	FOWRE	40	INCUME	7	RSN#1	¿4
DEST#1	20	HDWRE%	42	LNGLIV	i	RSN#2	26,
DEST#2	22	HMFURN	38	LNGSTY	3	SHUPOUT	23
EDUCATN	14	FOUSNG	16	DCCUPTN	1.1	TRIPS	1 '5
F00D	30	HO WHIGH	48	PRICE	46	WAGERN	



HOUME

CUUNT PGW PCT IUNDER5 5-9 10-14 15-19 OVER19 ROW 1 . I 5.1 2.1 3.1 4.1 6.1 15.4 0.0 7.7 FR7500 30 .8 38.5 8.1 0.0 2. 10 1-96.99 0.0 20.0 30.0 30.0 0.0 20.0 . 0 . 0 6.2 32 19.9 0-12499 28.1 12.5 15.6 12.5 28.1 0.0 16.2 37 0-14999 21.6 24.3 13.5 21.6 0.0 23.0 21.3 15 12.8 47 29.2 0-19999 31.9 14.9 14.9 18.2 19997 36.4 18.2 18.2 0.0 COLUMN 44 27.3 21 13.0 161 16.1

UARE = 20.14299 WITH 30 DEGREES OF FREEDOM SIGNIFICANCE = 0.9128

OF MISSING COSERVATIONS =



------i--

11

000-19999

COLUMN

219999

47

29.6

13.2

* * * * INCOME * * * * * * * * CRUSSTABULATION OF DEST#1 CCUNT IDRYDEN ROW PCT FORT FRA-KENGRA RED LAKE THUNDER ROW TOTAL 4.1 νĖ 7.7 DER7500 46.2 0.0 30.8 0.0 0.0 30.0 20-9999 40.0 0.0 20.0 10.0 15 46.9 00-12499 6.3 21.9 12.5 12.5 20.1 19 25.0 3 3.3 2.8 11.1 0.0

1 12.8

4.3

4.8

12.8

19.0

22 20 159 12.6 100.0 3.8 159 13.2 TUTAL 3.1 QUARE = 24.03632 WITH 25 DEGREES OF FREEDOM SIGNIFICANCE = 0.5173

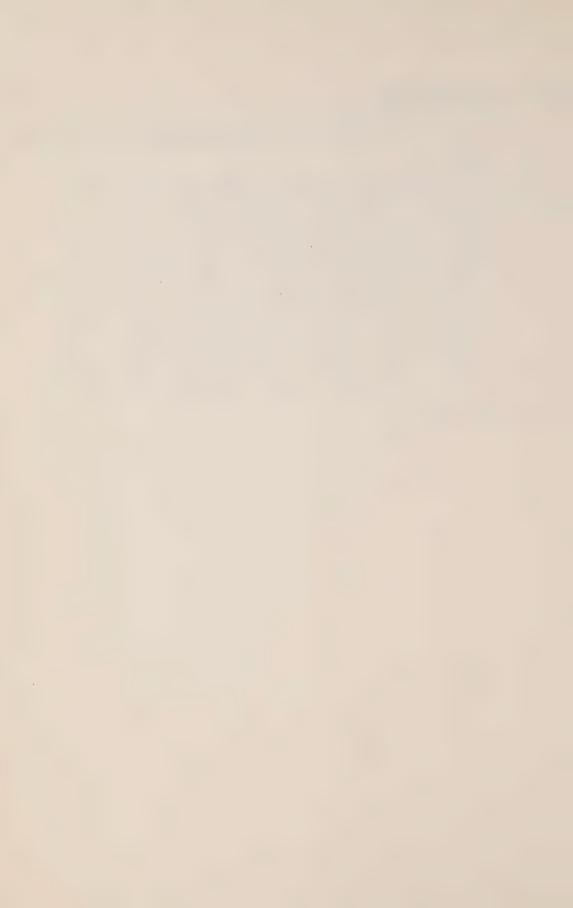
19.1

14.3

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R OF MISSING CHSERVATIONS =

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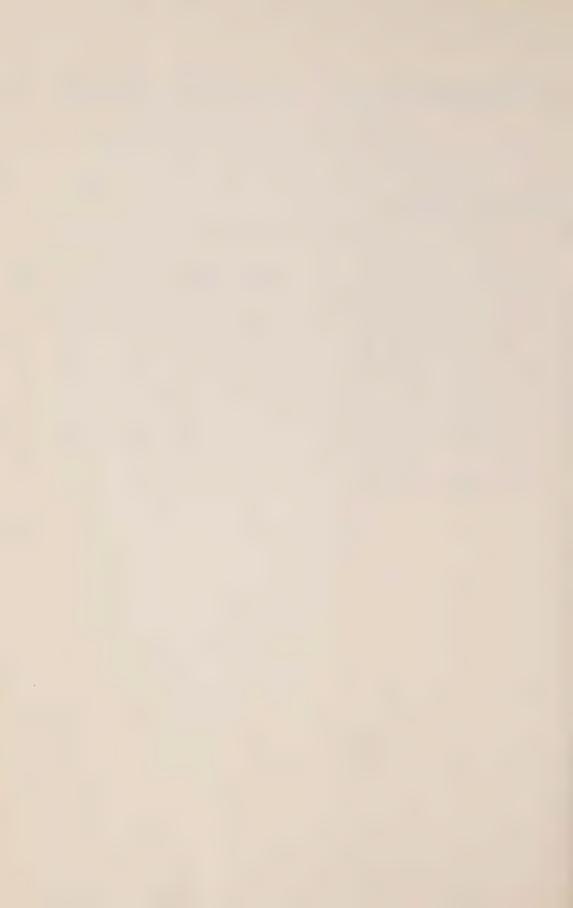
ATE EXPENDITURE SURVEY. JUNE 1976
THE CROSS TABLEATION PROCESURE
NOTAME (CREATION DATE = 07/02/76)

07/02/76

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SQUARE = 42.90459 WITH 35 DEGREES OF FREEDOM SIGNIFICANCE = 0.1685

TER OF MISSING COSERVATIONS = 11

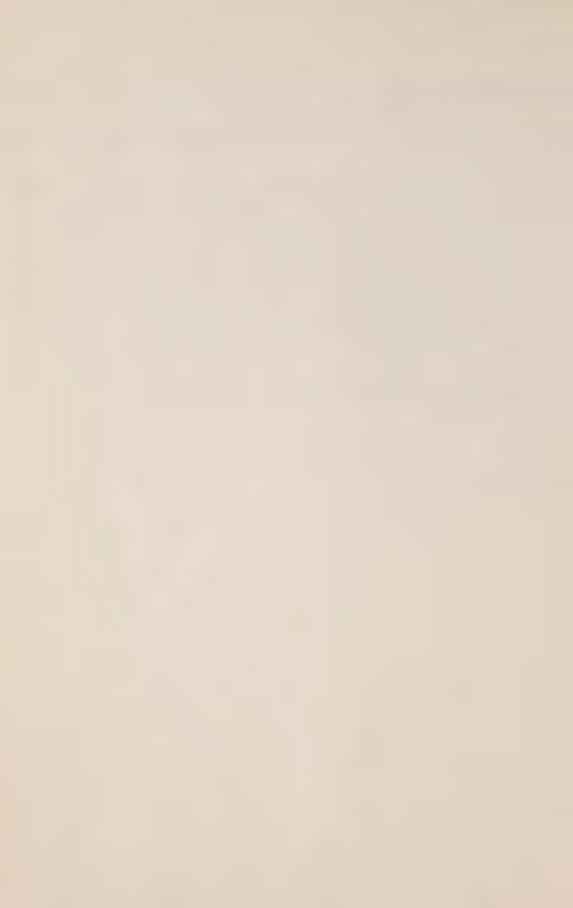


07/02/76

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GUARE = 49.44134 WITH 30 DEGREES OF FREEDOM SIGNIFICANCE = 0.0142

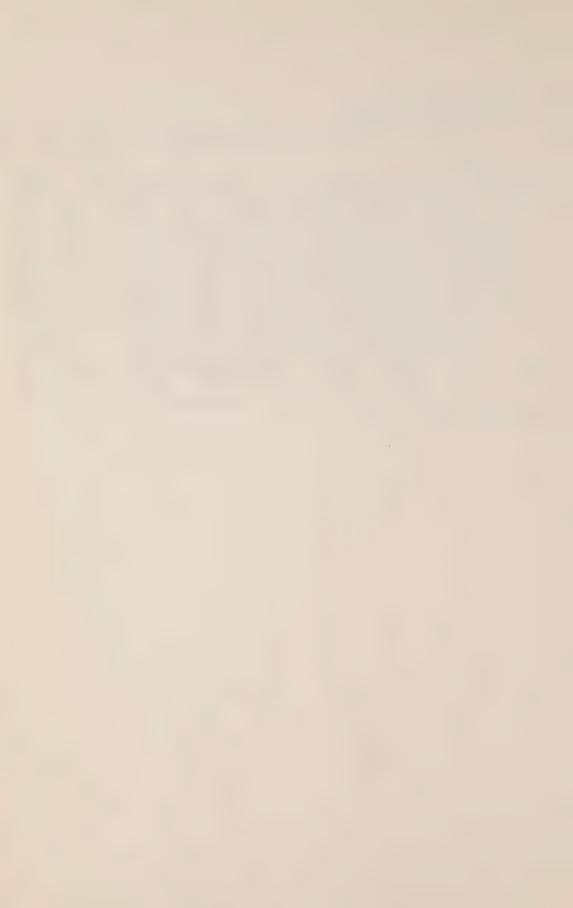
R OF MISSING COSERVATIONS =



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		CUL	ikr	•	RS	NA	5	7	*	*	7	4	•	*	*	*	軟	\$	*	*	*	*	*	**	*	*	*	*	#	*	*	*	*	ak	#:	*	1jt	*	*	*
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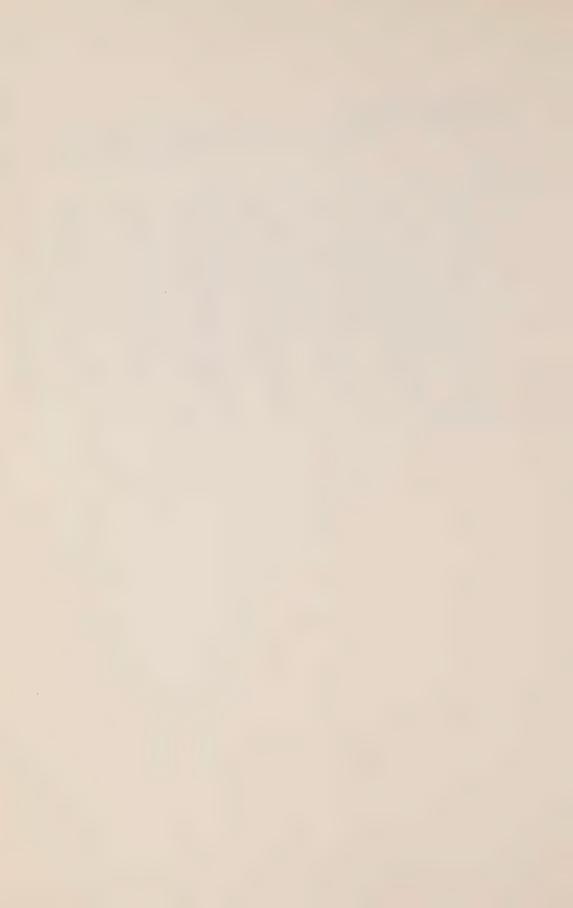


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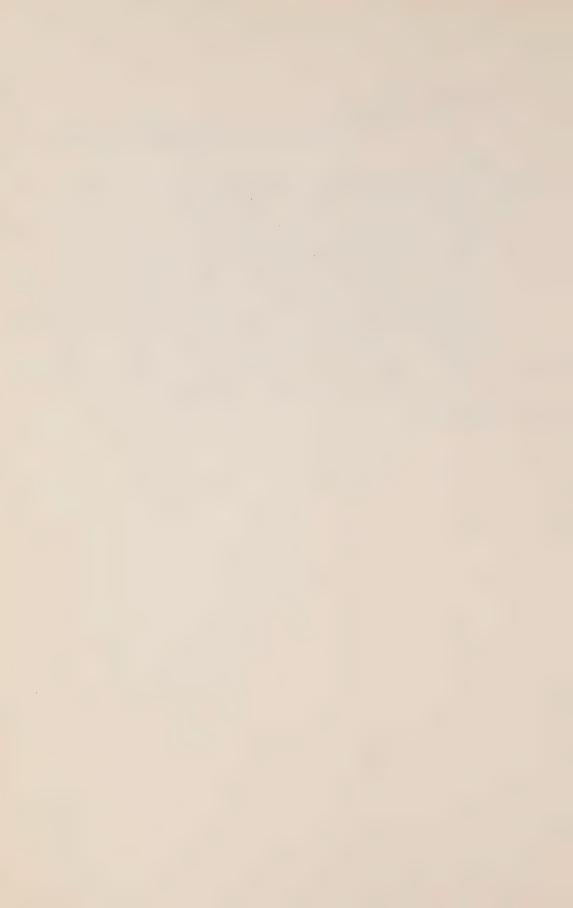
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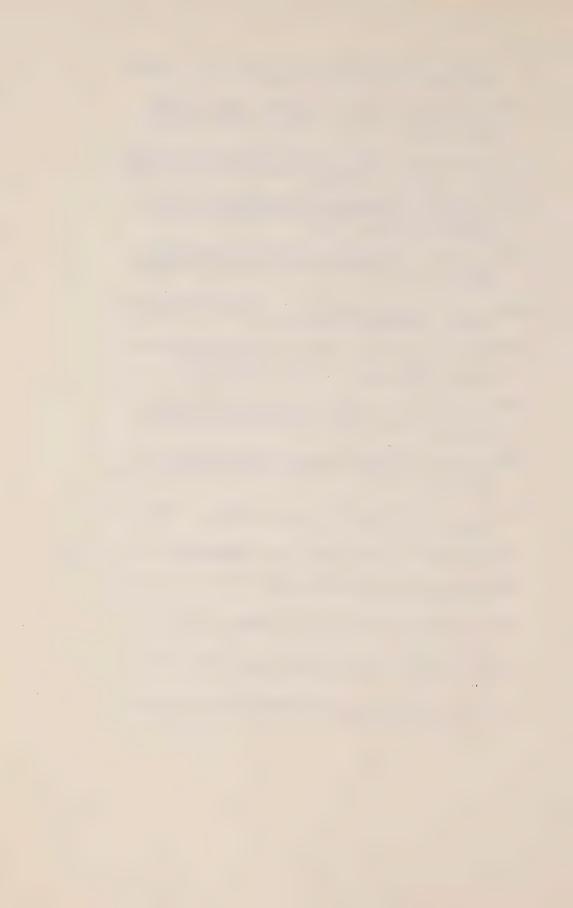
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SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

THE TRI-MUNICIPAL COMMITTEE

BALMERTOWN EAR FALLS RED LAKE

PRESENTED AT

RED LAKE ON NOVEMBER 14, 1977 EAR FALLS ON NOVEMBER 16, 1977







00099 File Number 48 - presented at Red Lake
Exhibit Number

73 - presented at Ear Falls
Exhibit Number

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE TRI-MUNICIPAL COMMITTEE Balmertown
Ear Falls
Red Lake

PRESENTED AT

RED LAKE on November 14, 1977 EAR FALLS on November 16, 1977



REMARKS

BY

Stan Leschuk, Chairman, Tri-Municipal Committee -- Balmertown / Ear Falls / Red Lake

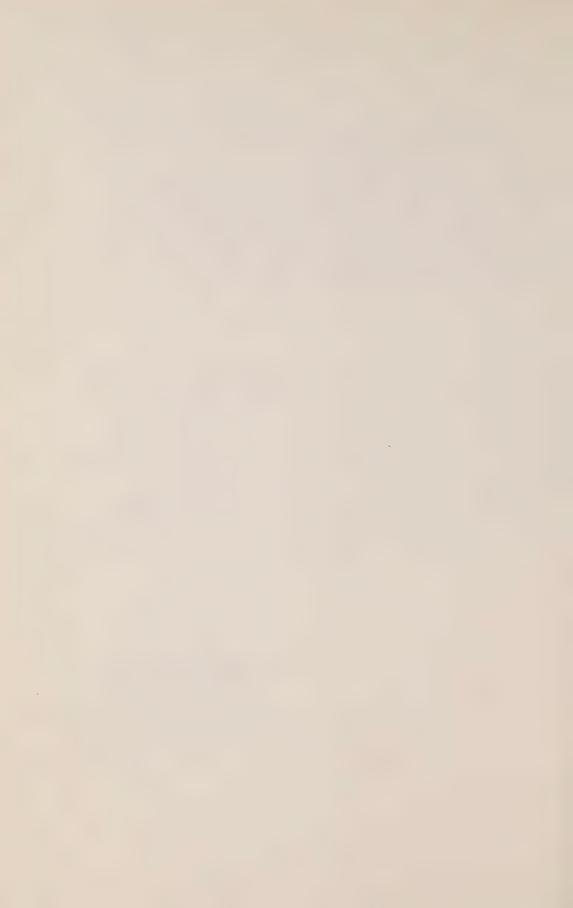
Presenting the Brief of the Tri-Municipal Committee to
Mr. Justice Patrick Hartt, QC, Commissioner, Royal
Commission on the Northern Environment at the hearings
of the Commission at Red Lake on November 14, 1977
and at Ear Falls on November 16, 1977.

Mr. Commissioner, I am pleased to be here today as the Chairman of the Tri-Municipal Committee and also as the Reeve of Ear Falls. With me are the Reeve of Red Lake, Mr. John Goodwillie and Mr. Elmer Pine, Chairman of the Improvement District of Balmertown as well as other members of the executive of the Tri-Municipal Committee -- Mr. Doug Reid, Vice-Chairman, Mr. W. D'Arcy Halligan, Secretary, Mr. William Trow, Treasurer. In addition other members of councils and the Board of Trustees are present.

No.

Royal Commission on the Northern Environment This exhibit is produced by

2re-Runicipal Committee this 16 day of Nov 1977 Square



The Tri-Municipal Committee was formed in 1976 so that the three municipalities might work together on some of the problems related to the future of the north. This brief is the result of that joint effort. To prepare this brief, we approached the Royal Commission for assistance in order to do the kind of job we felt that the people of our area require, and to provide the kind of information that we feel the Royal Commission should have. We appreciate the response of the Commission to our proposal. With funds made available by the Royal Commission, the Tri-Municipal Committee engaged the services of R.V. Anderson Associates Limited, who worked in collaboration with Leon Kumove Social Planning Limited, and Proctor and Redfern Limited. Mr. John Erickson of McKitrick, Erickson, Jones was our counsel. The consultants worked under the direction of the Tri-Municipal Committee. The brief which we present today is a result of this work.

In preparing the brief, there were 3 major areas of activity as follows: (1) the compilation and analysis of pertinent historical, economic, and social information on the Tri-Municipal area.

- (2) a community consultation programme aimed at gathering information on community attitudes.
- (3) recommendations of the Tri-Municipal Committee on the Role of the Royal Commission; areas of future study and the role of the Tri-Municipal Committee.

I would like to present to you at this time a summary of the findings of our brief.



- SUMMARY

(Excerpt p.p.i-vi)

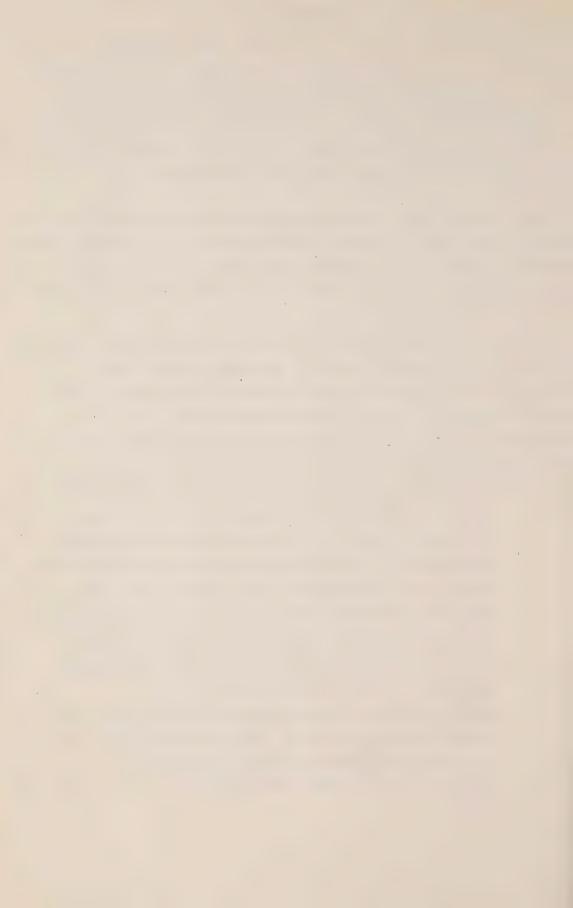
The Improvement District of Balmertown, the Township of Ear Falls and the Township of Red Lake comprise the Tri-Municipal Area. These three municipalities were originally founded in response to gold mining. Red Lake and Balmertown are sites of mines and Ear Falls owes its early existance to transportation to the Red Lake and Woman Lake area and was the site of power generation facilities for the mines and townsites.

At the present time, the most important industry in Ear Falls is the Griffith Iron Ore Mine. In Balmertown it is two gold mines, Dickenson Red Lake and Campbell Red Lake. Red Lake is the centre for government services for all three municipalities and the area to the north.

An analysis of social development issues was prepared, based on reports and statistical material available on the three municipalities, interviews with informed individuals, review of the literature on life in frontier communities, and data uncovered in the course of the community consultation programme. The findings of this analysis are as follows:

- 1. The Tri-Municipal Area is a community of 7,000 persons.

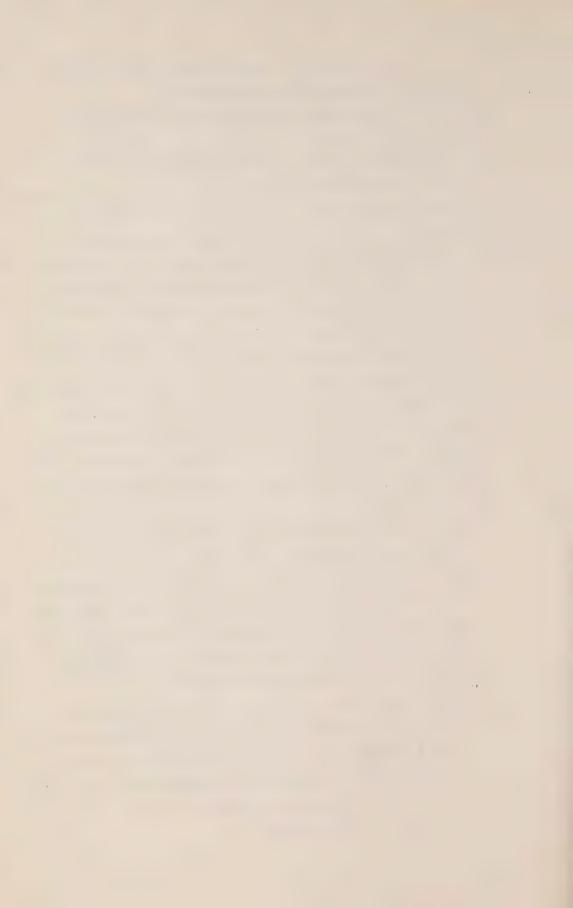
 However, the Tri-Municipal Area is the centre of a larger community extending over a much larger territory, including a number of Indian Reserves and isolated settlements. The three municipalities and the other more distant settlements have regular social and economic exchanges with one another. The quality of social and economic life in the three municipalities at the core has considerable affect upon these other settlements. The total population of this larger community is 12 to 13,000 persons.
- 2. The term "frontier community" is preferred to other often used terms such as "resource-based" or "single resource" or "single industry" communities. The preferred term is more appropriate to the Tri-Municipal Area.



- 3. As a frontier community, the Tri-Municipal Area has some of the following characteristics:
 - a) a small population in small settlements within a large territory;
 - b) it is fairly far by land transportation frommajor population centres;
 - c) they are at a distance from the main transportation links;
 - d) the area has a number of social and economic functions, including primary industry, transportation, government services, distribution of goods and services, community services, services to natives, tourist services.

Many of these functions would likely continue even if primary industry decline.

- 4. While the social and economic life of the Tri-Municipal Area is varied and probably more varied than most frontier communities, the destinies of three mining companies are important to the area. In two of the three municipalities, the mining companies pay most of the taxes.
- of population turnover. These are related to a number of factors, including social and economic limitations, lack of job opportunities for women and the sense of isolation. Those most likely to leave are the young and best educated. Dealing with these problems will require some changes in economic and social life and improved transportation services.
- 6. It was found that:
 - a) the native population of the Kenora district was growing more rapidly than any other group;
 - b) because economic resources of the reserves and isolated settlements are limited, there has been a steady movement of natives into the towns and cities of the north;



- c) Estimates indicate that 800 to 900 persons or 14% of the total population of the Tri-Municipal community are natives;
- d) Most of the natives of the Tri-Municipal community are found in the Township of Red Lake, where they number between 600 and 700 persons or 25% to 30%;
- e) Many of the natives of the area are in seasonal, unskilled and low-paying jobs. For many natives and families and individuals, public assistance provides support throughout many months of the year.;
- f) Because of the aggresive efforts of mine managers, approximately 200 natives are employed in the mines on a regular basis. This has helped to bring a degree of economic stability for a number of native families.;
- There is one large concentration of natives in the Mc Dougallville area of Red Lake. However, most natives do not live in one distinct neighbourhood. There does not appear to be any explicit or implicit policy or practice of racial segregation. The existence of Mc Dougallville is related to problems of housing, job opportunities, vocational training and social problems. For many, Mc Dougallville serves as an area of transition.;
- h) Most of the natives in the Tri-Municipal Area are related to people living on the reserves and isolated settlements. The Tri-Municipal Area provides supply and transportation service to some 4,000 to 5,000 natives on the reserves.;
- i) It is expected that the number and percentage of natives in the three municipalities will grow in the future.;



- Area and approximately one third of the natives of the Kenora district, the quality of social and economic life in the area will have considerable meaning to the natives of north-western Ontario.
- 7. Housing problems are common to frontier communities.

 The Tri-Municipal areas experiences periodic shortages, problems of sub-standard housing and the need to provide housing for low-income groups. Some of the problems of housing are related; standards which local residents believe are not appropriate to the north. These standards add considerably to the cost of housing.
- 8. There are more men than women in the Tri-Municipal Area. This imbalance is greater than is found in most other towns and cities of Ontario. This is typical of a frontier community. The imbalance is related to the limits of jobs and social opportunities for women.

This imbalance in male/female ratios is usually associated with increased rates of consumption of alcoholic beverages and a more turbulent community.

9. There is one education system for the three municipalities. These include public schools in each locality; there is one school for retarded children and one high school for the whole district. There are approximately 1,160 students in the public schools and 90 in the separate school. The total capacity of the public and separate schools is approximately 1,550 students. The following are

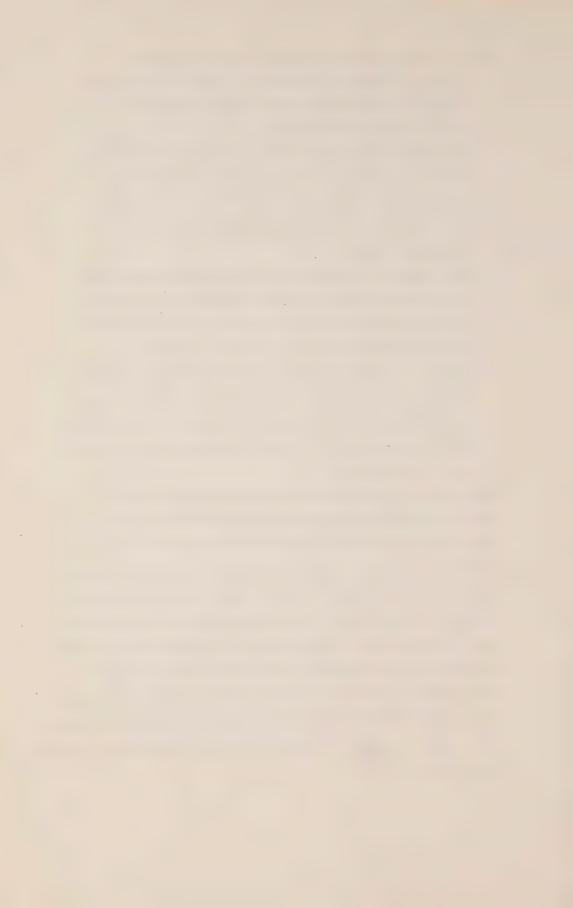


some of the problems of the school system:

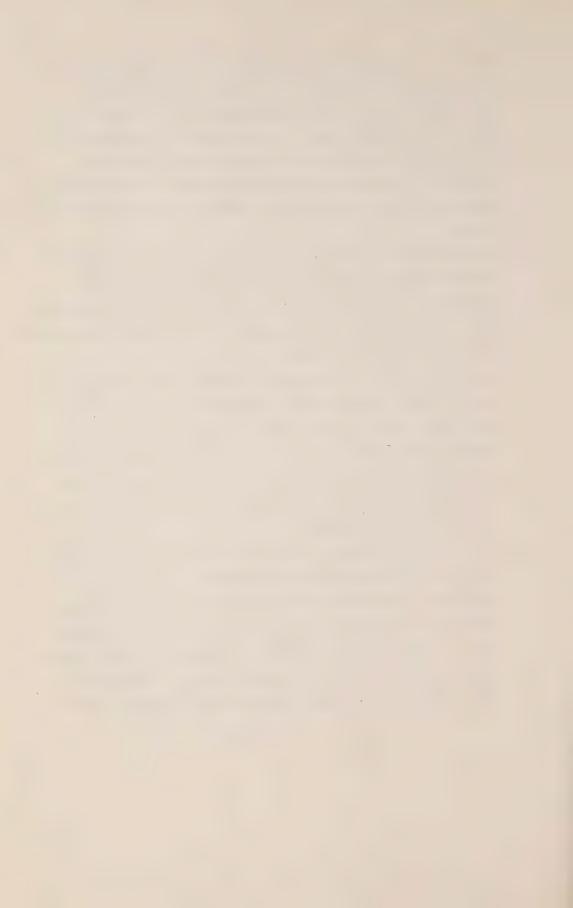
- a) It is expected to provide a relatively small student population with a full range of educational programmes.
- b) The high school attempts to provide a full range of academic courses for students but cannot offer all of these in any one year.
- c) High school does not offer major programmes in commercial, vocational and other joboriented studies.
- d) The number of natives in the high school is increasing and it is anticipated that there will be more native, boarding students from the isolated reserves and settlements.
- e) There is considerable dissatisfaction in Ear Falls over the long bus trip for high school students. They would like all or part of the high school programme to be given in Ear Falls.
- f) There is interest in more programmes in music, art and sports.

There are a limited number of opportunities for adult education and post-secondary education. Lakehead University offers evening courses once a week.

10. There are a number of major recreational facilities in Balmertown and Ear Falls. There are obviously too few in Red Lake. The needs of the residents of the Tri-Municipal community for a large number and variety of recreational facilities are related to the isolation and the long winter period. The need for buildings and programmes is probably greater than those in southern communities. The maintenance of sound and stable community life is related to these facilities.



- 11. Many of the problems of social life in the Tri-Municipal Area are related to the smallness of population, the distance from major centres and the scattering of many settlements. It is believed that the Tri-Municipal Area could benefit from an increase in population. It is also believed that any increase in population resulting from new developments should be accommodated in the existing communities, bolstering and strengthening them.
- 12. Information available indicates that large numbers of young people leave the Tri-Municipal Area. Many, however, have indicated that they would prefer to remain but cannot find suitable jobs. It is estimated that approximately two-thirds of all of the high school graduates leave the area.
- 13. There is a fairly lively and active organizational life in the Tri-Municipal community. It is believed that the rates of participation in associations is higher than might be found in other similar sized communities in the south. These organizations serve not only many useful purposes in the community but also are links with provincial, national and international organizations.
- 14. The City of Winnipeg is an important factor in the life of the Tri-Municipal community. It serves as the major source of supply and services, provides major health services, is a place for entertainment and recreation and shopping. Most of the residents believe that improved air services and a direct road link would contribute greatly toward a reduction in the cost of living and the quality of their lives.



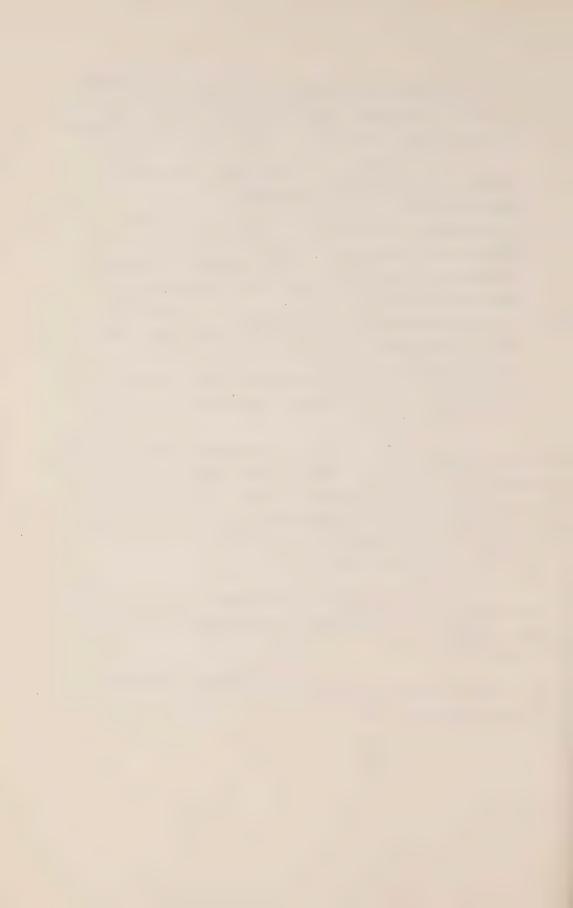
Through the community consultation programme, information was obtained on community attitudes. The community consultation programme consisted of three groups of activities.

- 1. Group Interviews: 24 interviews were held with organized groups in the community.
- 2. Approximately 60 individuals were interviewed. Almost all of these are people who have at one time or another been active in community affairs and are knowledgeable about their community.
- 3. Community Meetings: Open Community Meetings were held in Red Lake, Ear Falls, and Balmertown. At each of these meetings, a tentative preliminary surrary of findings was presented and reviewed by participants for further suggestions.

Through this process, over 300 persons participated in the Community Consultation. Additionally, the consultants met with several hundred students in their classrooms at the Red Lake High School. We obtained a wide range of ideas and opinions in this process. We believe that most of the ideas of the community were heard.

The responses to the Community Consultation Programme have been organized and tabulated and are presented in detail in this brief.

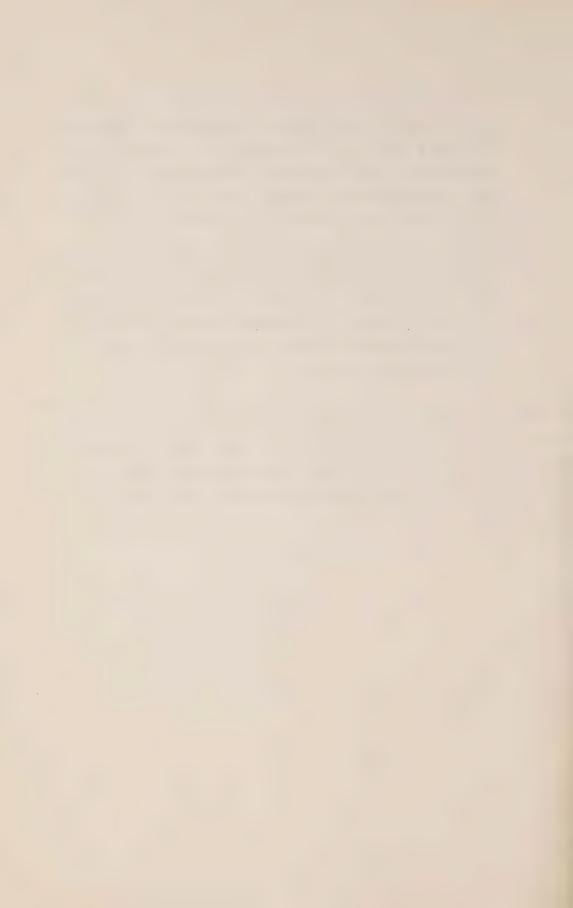
In summary, basic attitudes of most of the people in the Tri-Municipal area are:



(Excerpt: n.p. 91)

- People like living in their communities. They like the small town way of life with its closeness and familiarity and relatively relaxed style of living.
- 2. They appreciate the natural environment they live in with the vast expanses of fresh air, woods and lakes.
 - 3. They are concerned about the distances to the major centres, the cost of living in the area, the economic stability and the lack of many community services.
 - 4. They would like to see growth and development at a pace and size which would not destroy the way of life or the environment.

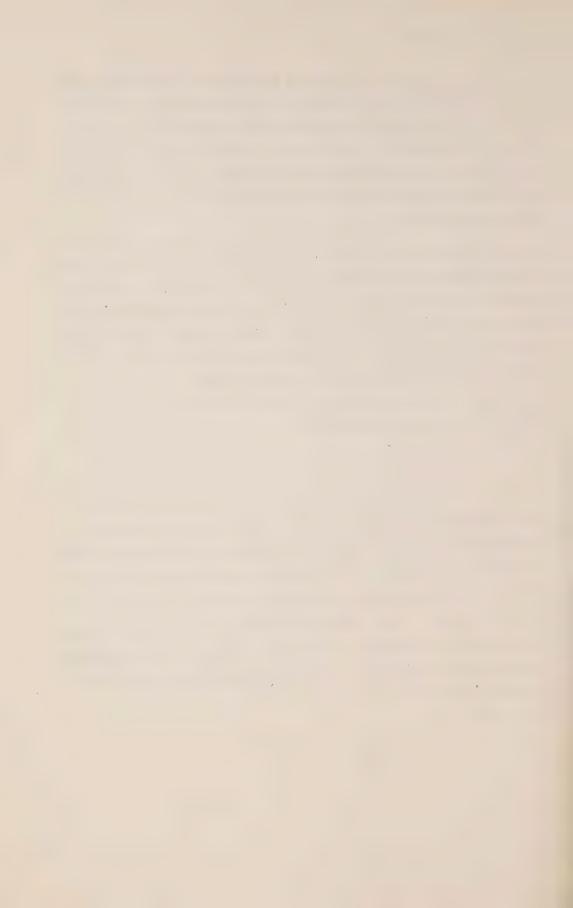
In the course of preparing this brief, many ideas and opinions about the future of the Tri-Municipal Area were put forward. These are indicated in the report and the relative weight of these opinions in the community are indicated. Many interesting ideas were raised by the majority and some very small minorities.



Most of the residents expressed feelings of optimism about the work of the Royal Commission on the Northern Environment. They felt that the north would be getting the attention it deserved. They also indicated approval of the broad scope of the Commission, feeling that it might help them to deal with many problems they face in their social and economic lives.

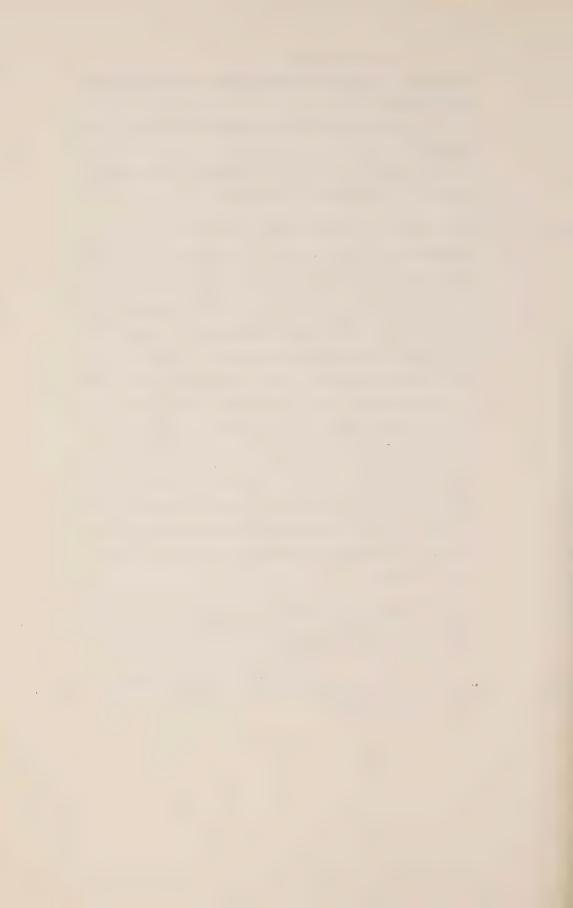
Many of the people in the Tri-Municipal Community have indicated that their community has been the subject of numerous studies, task forces and special committees. Many reports have been published. They also have expressed dissatisfaction with the fact that many of these studies have taken up considerable time and energy of the people of the community and relatively few reports have been given back to them. They look forward to a much more open process on the part of this Royal Commission.

The Tri-Municipal Committee has examined the information provided in this report and has considered the role of the Royal Commission. The preparation of this particular brief was the result of a cooperative effort on the part of the Royal Commission and the citizens of the three municipalities. The recommendations which follow are based on the conviction that the Royal Commission and the Tri-Municipal Committee should continue to work together on this and similar efforts to determine the future of the area.



It is therefore recommended that:

- (1) The Royal Commission undertake investigations and studies
 - (a) of the questions and ideas raised by the people;
 - (b) in specific areas of research recommended by the Tri-Municipal Committee;
- The Community Consultation programme, an in-(2) tensive activity in the four weeks preceeding hearings in Red Lake and Ear Falls, should be continued until the next hearings. It enabled many people to participate in the preparation of the brief. It encouraged many to think for the first time about the future of the north. It created a feeling that the Royal Commission on the Northern Environment is interested in hearing the views of the people. The people of the Tri-Municipal Community should be encouraged to continue to discuss and investigate their own future. This should be done in cooperation and consultation with the Royal Com-There should be a continuous interaction, and hearings should be milestones in this process;
- (3) The Tri-Municipal Committee should continue to work in cooperation with the Royal Commission on the Northern Environment.
- (4) The Royal Commission consider one or both of the following courses:



- (a) Shortening the term of work and advancing the date of the submission of its final report? and recommendations to the government, or,
- (b) Selecting specific areas from the broad scope of investigation upon which studies might; be made and interim reports submitted to the Government of Ontario for decision and implementation.

These recommendations for shortening the time or producing interim recommendations are made out of recognition that the final report of the Royal Commission will require considerable examination and evaluation by the Government of Ontario and the communities of the north before any decisions can be adopted and programmes of implementation be created. This process could mean many years of delay in important decisions for the North.

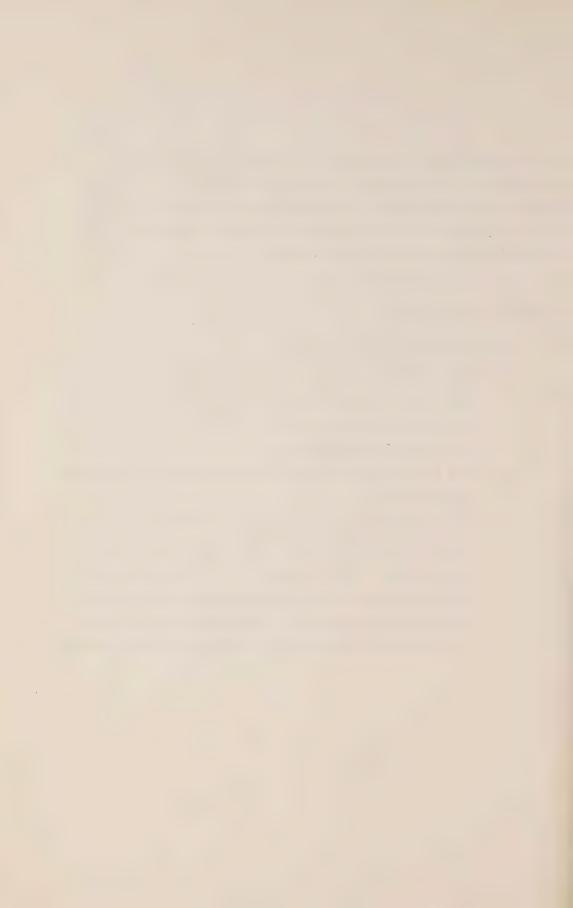


The Tri-Municipal Committee has also considered very carefully the need for research and studies on matters which affect our area and probably will have meaning to many other parts of the North. Specific areas of study that we recognize are as follows:

(Excerpt p.p. 92-99)

1. Environmental Protection

- (a) An analysis of the current state of the environment--climate, water, lakes, woods, soil, etc. in and around the Tri-Municipal area. Current trends in the course of nature and the effects of human intervention.
- (b) An evaluation of the effectiveness of existing programmes.
- (c) The problems and potential for maintenance, restoration, repair and improvement of the environment as it now exists. Can lakes be restocked with fish? Can wildlife be restored? What are the possibilities of maintenance programmes? Does replanting work? Under what conditions can primary industries, mining and tree cutting.

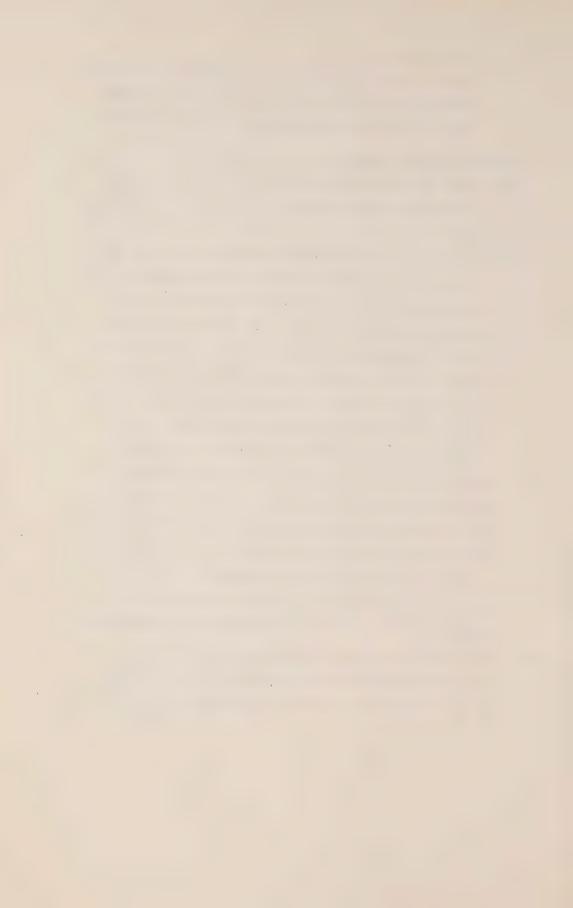


be compatible with the maintenance and protection of the environment? If there is major industry, can there be effective protection and restoration programmes?

2. Industrial and Commercial Development

- (a) What is the potential for new primary industries including mineral extraction, pulp and paper?
- (b) What are the potentials and the problems for secondary industry in the Tri-Municipal area? Should these be resource-related secondary industries (e.g. furniture, chipboard, and other processing or finishing) or alternative types unrelated to the primary industry?
- (c) What are the problems and potential for encouraging all types of industrial and commercial investment in the Tri-Municipal area?

 What are the problems in relation to financial institutions? What technical and professional resources might be needed to encourage private investment? Appropriate government programmes to encourage private investment. What should be the role of the three municipalities in encouraging investment?
- (d) Consider the problems of local residents as entrepreneurs—size of market and transportation costs.
- (e) The impact on local municipalities of purchasing practices of major industries; can industries be used to lower the cost of living in communities in the north?

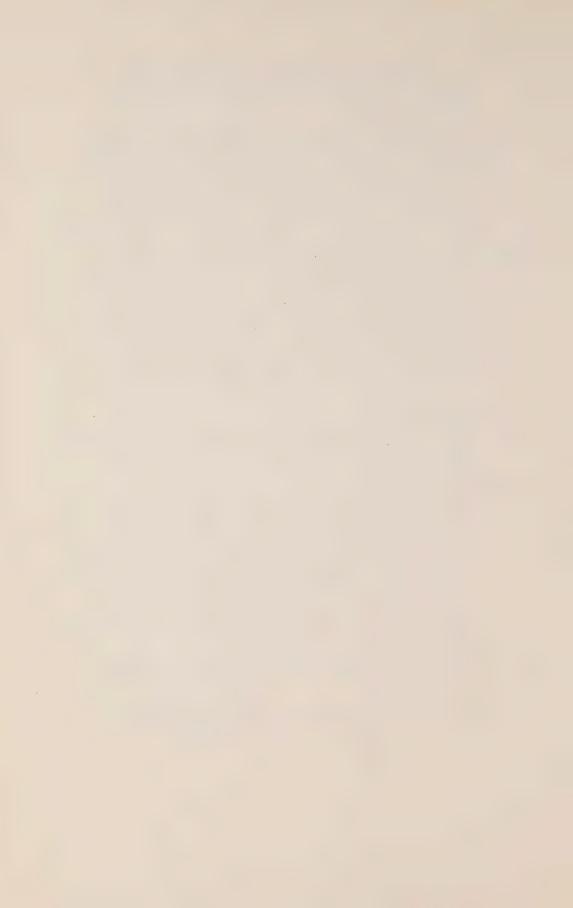


3. Natives

- (1) An examination of the current social and economic conditions of natives in the Tri-Municipal area.
- (b) An analysis of the interrelationship between the Tri-Municipal Community and the isolated Indian reserves, and remote settlements.
- (c) A review of current federal, provincial and local services for natives, and recommendations for the development of future programmes.
- (d) Projection of future socio-economic conditions for natives in the area.
- (e) Social and cultural programmes for the adaptation of natives and the towns to one another.
- (f) Job training and employment programmes for natives in the area, and on the reserves.

4. Tourist Development

- (a) A detailed inventory and analysis of the current state of the tourist industry in the Tri-Municipal area.
- (b) The potential and problems for the expansion of the tourist industry beyond the present hunting and fishing activities.
- (c) Can new types be developed for the automobile tourist and sightseer? Can sightseeing attractions be related to the mining industry (e.g. a mining museum, an exhibition mine using a nonoperating mine) be developed?
- (d) What are the needs and potentials for hotels and restaurants?
- (e) How much employment and income can be generated by an expanded tourist industry?



(f) Will an expanded tourist industry be compatible with resource extraction industries? Under what conditions can they live together?

5. A Forest Industries Complex

- (a) What is the potential for a forest industry complex in relation to present and future economic conditions in the world, Canada, and the province? What role will it play?
- (b) What are the environmental problems associated with such an industry? Can the industry be managed in a manner which would be compatible with the maintenance and protection of the natural environment? And under what conditions?
- (c) How much employment will it create? What will be the effect upon the development of local commerce?
- (d) What effect will it have on the present character of the existing community? How large a population would it generate and how fast?
- (e) How large should this complex be and how small can it be, if it is to be developed?
- (f) Under what condition can a forest industries complex be compatible with an expanded tourist industry?

6. Transportation

- (a) A review and analysis of current transportation facilities in the Tri-Municipal area.
- (b) The potential and problems of creating a more direct road to Winnipeg, it feasibility, cost; it potential with relation to the costs of living; its relation to tourist development.
- (c) Roads to other towns and cities in the north.
 The feasibility, costs, advantages, convenience,
 and the potential for tourist development.



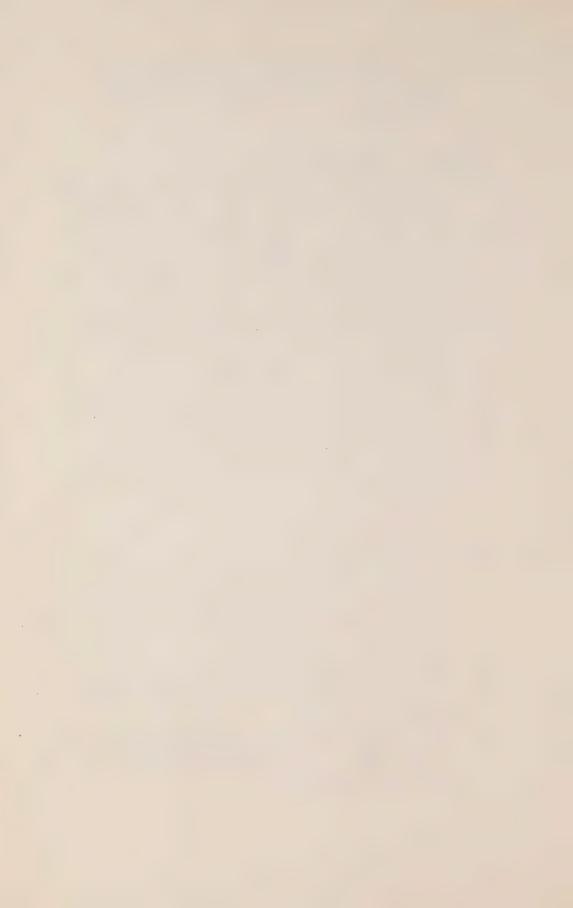
Will there be mutual benefits for other communities as well as the Tri-Municipal Community?

7. Housing and Urban Development

- (a) A detailed analysis of housing and urban development conditions in the three municipalities.
- (b) The application of housing and urban development policies, legislation, regulation, and programs in the northern communities. Is there need for special legislation?
- (c) A special program for standards of housing and urban development in northern communities including hard services design criteria.
- (d) Future housing requirements.
- (e) An examination of the problems of financing of housing and the Tri-Municipal area.
- (f) The needs of low income families, senior citizens, natives and other special groups for housing.

8. Social Development

- (a) An examination of all social development services in the Tri-Municipal area including recreation, personal social services, health services, education (academic and vocational) and cultural programmes.
- (b) The relationship of existing federal and provincial programmes to the social development needs of the area.
- (c) The possibility of the development of programs to bring more social and cultural diversity to northern communities.



This might include an investigation of existing programmes in small and remote communities in other jurisdictions (e.g. Manitoba, Alberta and the Scandinavian countries).

- (d) Programmes and policies to encourage morepeople with professional and technicaltraining to settle and remain in thecommunity.
- 9. Local Government and Relation to the Ontario Government
 - (a) A review and analysis of the interrelationships between Municipal governments and the Provincial government. A listing of the achievements and problems in these relationships. A review of the funds and services that are provided in the Tri-Municipal area by the Provincial government.
 - (b) The potential for improvement of the Provincial government services in the area.
 - (c) The potential for improving and strengthing the role of municipal government as participants in Provincial decisions affecting the area in order to assure that decisions. are made in consultation with local government and not solely by Provincial agencies.
 - (d) The problems of municipal financing as they relate to the special nature of northern communities (e.g. the relationship to natural resource companies, the provincial government structure and local assessment). What methods can be developed for municipal financing which will provide more stable sources of income and minimize the constant requests for "handouts".



(e) Now much of federal and provincial government and provincial royalities and other payments 1, should be returned to the municipality?

10. Employment

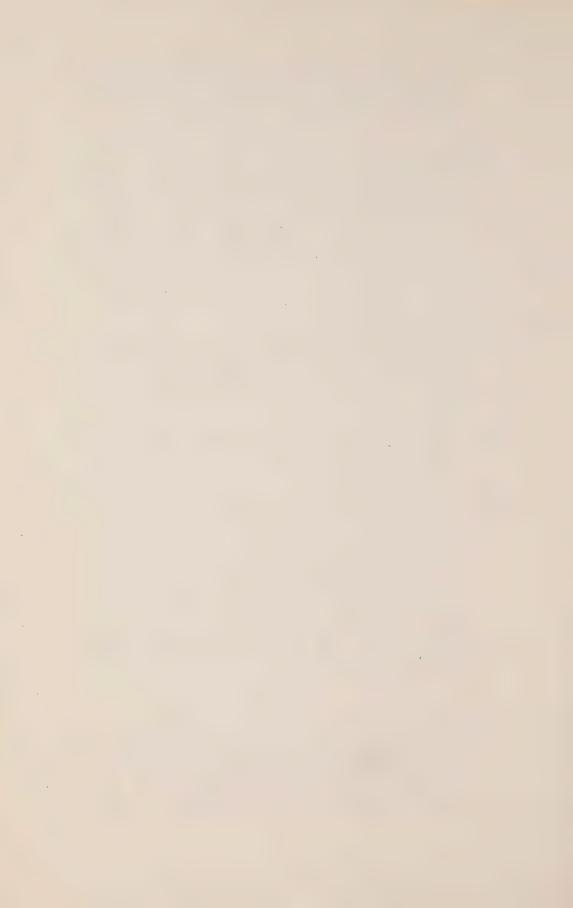
Can employment opportunities be increased for women, young adults, and natives? Can a variety of jobs be developed? Can it be done with or without a major industrial development?

11. Mineral Resources

- (a) A review of the current condition of the mineral extraction industries in and around the Tri-Municipal area. Current trends and future projections.
- (b) What changes are needed in tax structures to encourage more mineral resource exploration and development?
- (c) An inventory of potential mineral resources based on available information.
- (d) The potential and problems of additional mineral extraction industries. Under what condition would these be feasible?
- (e) How would future mineral extraction industries effect the environment?
- (f) What would be the social and economic effect of more mining?

12. Communications

- (a) An inventory and analysis of the current state of communication, including radio, television, telephones, teletype, telegraph, mail, etc.
- (b) What are the specific needs in all forms of



- communication, as expressed by people in the area? What are their needs with regard-to personal and family requirements for recreation and business?
- (c) What is the potential and problems of radio and television facilities? Is it desirable to have more television channels available? At what cost? The potential for local radio stations and community television? What role can local radio and television play in the social and economic life of a northern community?
- (d) The present communications between the Tri-Municipal area and the isolated reserves and settlements to the north. Are improvements needed? What are the social and economic consequences of any improvement?



As a committee, we would like to investigate many of these areas of studies and would like to participate with the Royal Commission in other areas. We look forward to further assistance of the Royal Commission in this endeavour.

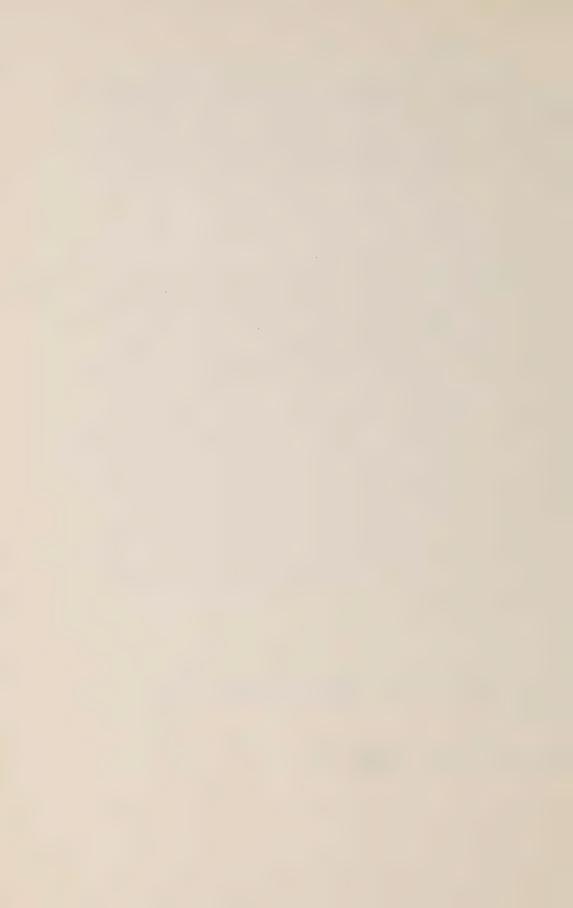
(Excerpt p.p. 99)

Final Comment

The Tri-Municipal Committee considers that the people of the north should participate in the decisions that are made by the Government of Ontario and large corporations separately or jointly, which are likely to have an impact on the social and economic condition in which northerners live. No future decisions with regard to the north should be undertaken without full and open consultation with the people who must live with these decisions. We believe that the current cooperative endcavours of the Royal Commission and the Tri-Municipal Committee might serve as a testing ground for the development of new relationships between Provincial government agencies and local municipalities, aimed at ensuring that both the interests of the community and the entire province are considered in future decisionmaking processes.

Mr. Commissioner, the Tri-Municipal Committee submits its brief.

Thank you for your consideration.



CAZÓN ZI -77N22

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

EAR FALLS-PERRAULT FALLS
CHAMBER OF COMMERCE

PRESENTED AT

EAR FALLS
NOVEMBER 16, 1977





ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

THE HON. MR. JUSTICE E. P. HARTT



SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

Ear Falls - Perrault Falls Chamber of Commerce

PRESENTED AT

Ear Falls

on

November 16, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286



INTRODUCTORY SUBMISSION BY THE EAR FALLS - PERRAULT FALLS CHAMBER OF COMMERCE TO THE ROYAL COMMISSION ON THE NORTHERN ENVIREMENT.

WE, THE MEMBERS OF THE ABOVE CHAMBER, FEEL THAT WE HAVE A VESTED INTEREST IN ANY PLANNED INDUSTRIAL DEVELOPMENT FOR THIS AREA, EITHER NOW OR IN THE FUTURE. WE LIVE HERE AND MAKE OUR HOMES HERE, AND IT IS OUR FEELING THAT ESSENTIALLY ALL OF US WILL BE EITHER DIRECTLY OR INDIRECTLY AFFECTED BY THE HARTT COMMISSION INQUIRY AND ITS OURCOME.

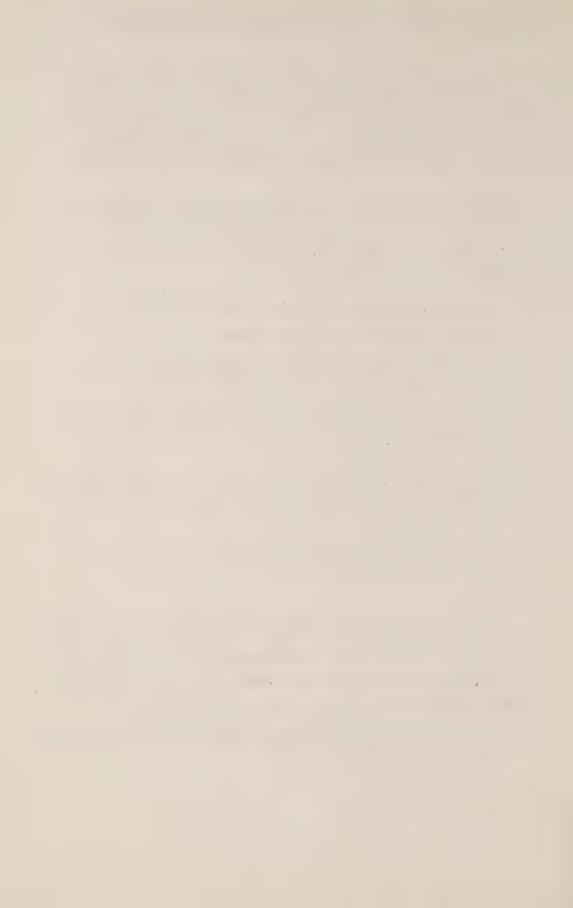
AT PRESENT WE ARE CONCERNED WITH A PROPOSED PULP MILL DEVELOPMENT IN THIS AREA. TO ASSURE US THAT IT WILL NOT TURN OUT TO BE AN EXPLOITATION, ALL ASPECTS OF THE PLANNED VENTURE MUST BE CAREFULLY STUDIED BY THE ROYAL COMMISSION AS FOLLOWS.

- A. IT MUST BE POLLUTION FREE IN ALL ASPECTS OF OPERATION.
- B. CONTROLLED HARVESTING OF TREES IS A MUST.
- C. ALL LOGGING ROADS MUST BE CAREFULLY PLANNED AND THE TOURISM INDUSTRY CONSULTED BEFORE ANY CUTTING OF SUCH ROADS.
- D. WE INSIST THAT THE CUTTING OR HARVESTING BE DONE IN SUCH A WAY AS

 IT WILL NOT RUIN THE BEAUTY AND RECREATIONAL USE OF THE SHORELINE

 ADJACENT TO OUR LAKES AND STREAMS.
- E. REGROWTH PLANTING MUST DEFINITLY BE DONE IN ALL CUT-OVER AREAS AS SOON AS FEASIBLE AFTER PROPER TILLAGE FOR SAME (SIXTY YEARS IS A LONG TIME TO WAIT FOR ANOTHER MATURE CROP.)
- F. ANY DEVIATION TO THESE DEMANDS WOULD HAVE A SERIOUS IMPACT ON OUR ACCEPTANCE OF ANY INDUSTRIAL DEVELOPMENT IN THE FUTURE.

THE PEOPLE OF THIS AREA LIVE HERE BECAUSE THEY LIKE IT. WE ENJOY OUR FORESTS, OUR LAKES AND OUR STREAMS. IT PROVIDES US WITH RECREATION THAT IS UNEXELLED, AND INCOME FOR OUR SECOND INDUSTRY, TOURISM. WE HAVE VESTED RIGHTS HERE AND WE MUST RROTECT THEM. TO PROTECT THESE RIGHTS, WE FEEL WE MUST BE AN INTERGAL PART OF THE PLANNING TEAM AND BE INCLUDED IN ALL DECISION MAKING. WE WANT TO WORK WITH ALL GOVERNMENTAL PARTIES AND TIMBER INDUSTRY STAFF. FAR TOO OFTEN REGIONAL



GOVERNMENTAL CONTROL MAKES ALL DECISIONS, AND LOCAL GOVERNMENT IS LEFT OUT. ALSO, FAR TOO OFTEN, DECISIONS ARE MADE THAT AFFECT OUR LIVELIHOOD WITHOUT ANY CONSULTATION WITH LOCAL GOVERNMENT WHATSOEVER. WE ARE HERE, READY TO SERVE, WE MUST BE COUNTED IN.

THE FORESTRY AND MINERAL RESOURCES OF NORTHWESTERN ONTARIO ARE WIDE AND VAST, BUT NOT TO THE EXTENT THAT THEY COULD NOT BE EXHAUSTED.

PRESERVING THE WILDERNESS CHARACTER OF OUR LAKES AND STREAMS IS A MAJOR CONCERN TO ALL OF US. UP TO NOW, MANY DECISIONS HAVE BEEN MADE BY GOVERNMENT AND INDUSTRY THAT HAVE AT TIMES BEEN DETRIMENTAL TO OUR WAY OF THINKING AND THIS MUST NOT GO ON.

THE FUTURE HOLDS MUCH FOR THIS AREA, AND WE FEEL THAT INDUSTRIAL

DEVELOPMENT IN NORTHWESTERN ONTARIO IS ESSENTIAL TO OUR FUTURE WAY OF

LIFE. WE ALSO ARE LOOKING FORWARD TO ITS ARRIVAL, PROVIDING IT IS

CARRIED OUT PROPERLY. WE LOOK FORWARD TO MORE AND BETTER JOB SECURITY

AS THIS WILL GENERATE A BETTER WAY OF LIFE FOR US ALL. WE ARE IN DIRE

NEED OF A HIGH SCHOOL, ALSO A HOSPITAL — THESE WE CAN HAVE, WITH MORE

INDUSTRY IN THE AREA. BASICALLY, OUR WHOLE FUTURE DEPENDS ON MORE

INDUSTRY, AND IF THIS IS DONE PROPERLY, THEN OUR FUTURE IS ASSURED. IT

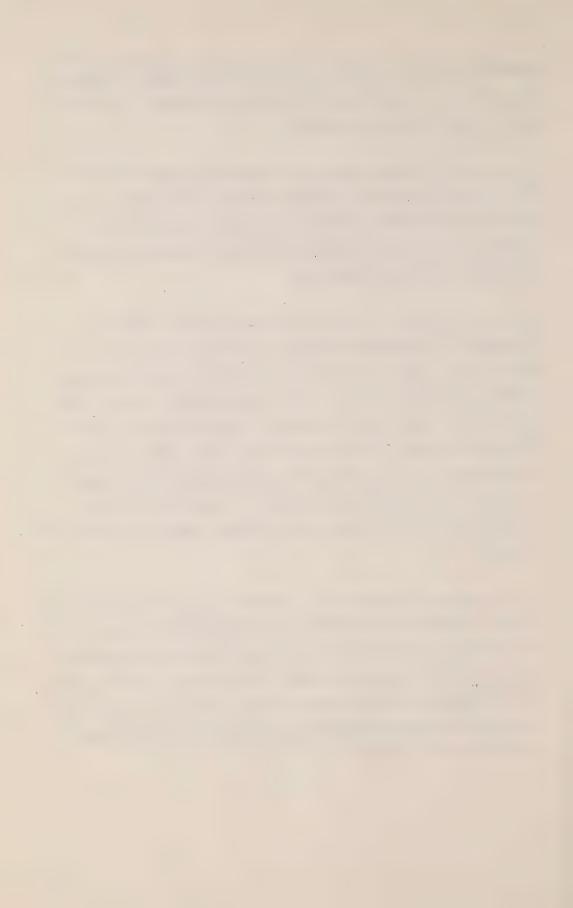
IS OUR OPINION, THAT WHILE WE WILL BENEFIT FROM THE PRIMARY INDUSTRY,

THE BULK OF THE REVENUE ACCRUES ELSEWHERE. WE WOULD LIKE TO SEE A

PROPER RETURN FOR THE HARVESTING OF OUR NATURAL RESOURCES IN NORTHWESTERN

ONTARIO.

WITH THE ADVENT OF THE PULP MILL, THERE WILL BE A DEFINITE NEED FOR SECOND. Y INDUSTRIES OR SUPPORTING SMALLER BUSINESSES. WE WANT TO KEEP THESE HERE, FOR THEY WILL OPEN UP MORE FINANCIAL SECURITY FOR US. THIS CAN ONLY COME ABOUT WITH THE PROPER FINANCING FOR THESE DEVELOPMENTS. WHERE WILL THIS FINANCING COME FROM? FAR TOO OFTEN, IN THE PAST, MANY SMALL BUSINESSES HAVE SUNK BEFORE THEY HAD A CHANCE TO SWIM, THE REASON BEING THE FINANCIAL ARRANGEMENTS AVAILABLE TO THEM MAD AN ANCHOR TIED ON THEM. BEYOND A DOUBT, THE PROVINCIAL GOVERNMENT MUST HELP HERE.

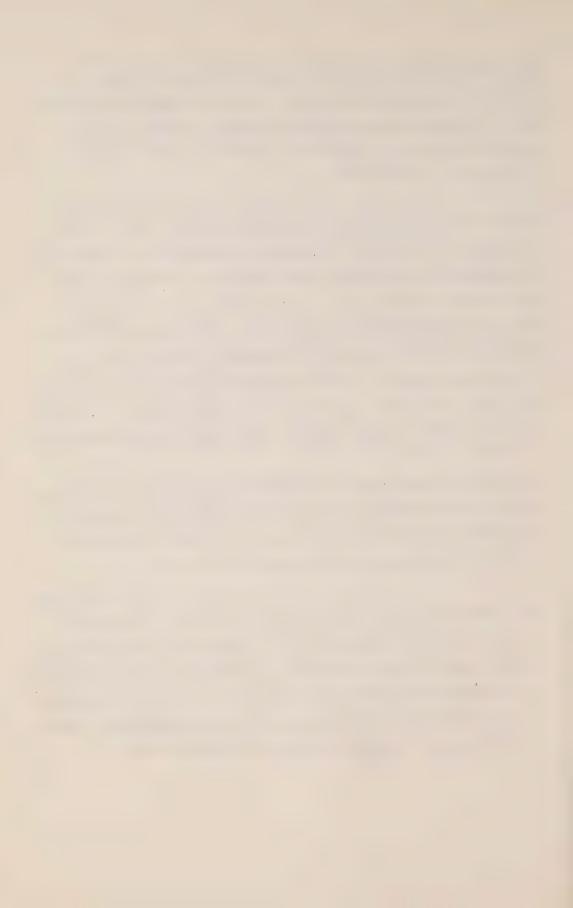


THE TOURISM AND RECREATIONAL INDUSTRY OF THIS ARMA IS ALSO A VERY IMPORTANT FACET TO OUR LIVELIHOOD, BUT IT CAN BE HURT, AND HURT DRAMATICALLY BY THE OTHER INDUSTRIES IF CARE IS NOT TAKEN ON THEIR PART. HENCE, NO FUTURE DEVELOPMENT SHOULD BE ALLOWED TO PROCEED, DICTATING THEIR OUN GROUND RULES, IRREGARDLESS OF THE EFFECT ON THE ENVIREMENT OF THE OTHER USER INDUSTRIES.

WE WOULD LIKE TO POINT OUT THAT WE FACE MANY DISADVANTAGES FOR WISHING TO LIVE IN NORTHWESTERN ONTARIO, AND DO NOT WISH MORE. BUT, THEY MUST BE POINTED OUT, FOR AS LONG AS CHANGES ARE IN STORE FOR US, PERHAPS THE DISADVANTAGES ALSO MAY CHANGE. THE LARGEST ONE, OF COURSE, BEING THE HIGH PRICES WE ARE FORCED TO PAY FOR THE ITEMS WE BUY. WE ARE PAYING DEARLY FOR THE TRANSPORTATION TO BRING THESE ITEMS IN. WE FEEL THAT BETTER AND MORE REASONABLE TRANSPORTATION IS A MUST FOR THE DELIVERY OF OUR GOODS. IT IS OUR FEELING THAT GOVERNMENTAL CONTROL OF THE TRANSPORTATION INDUSTRY IS THE MAIN AND DIRECT CAUSE OF OUR HIGH COST OF LIVING IN THIS AREA. ON THIS PARTICULAR ISSUE, WE ASK THE MEMBERS OF THIS HARTT COMMISSION TO HAVE A CLOSE LOOK AT THIS PROBLEM ... IS THERE ANY REASON WHY TWO TRUCKING COMPANIES SHOULD CONTROL NORTHWESTERN ONTARIO?

WE HAVE FAR TOO MANY REGIONAL COVERNMENTAL CONTROLS, AND ARE OF THE OPINION THAT THERE SHOULD BE MORE LOCAL COVERNMENT INVOLVEMENT IN ANY OF THE PARTICULAR MATTERS AND DECISIONS THAT SO EFFECT OUR LIVELIHOOD. IT IS TIME FOR A CHANGE IN THIS AREA. THIS IS OUR HOUSE, WE DON'T NEED PEOPLE IN IVORY TOWERS DOWN FAST TELLING US HOW TO RUN IT.

THE PLANNED INDUSTRIAL COMPLEX FOR THIS AREA WILL BE A MAJOR CHANGE, AND IT WILL BE A DEFINITE HELP TO THE ECONOMIC CHARACTER OF NORTHWESTERN ONTARIO, BUT ONLY IF DONE PROPERLY. WE, THE MEMBERS OF THIS CHAMBER, ARE LOOKING FORWARD TO PARTICIPATING WITH THE MEMBERS OF THE ROYAL COMMISSION ON THE NORTHERN ENVIREMENT, AND WE KNOW WE CAN BE OF CONSTRUCTIVE SERVICE TO YOU. WE FEEL THAT OUR VIEWS OF THE PULP MILL OR ANY OTHER INDUSTRIAL DEVELOPMENTS ARE IMPORTANT, BECAUSE THEY BELONG TO NORTHWESTERN ONTARIO, AND AS RESIDENTS, WE MUST TAKE PART IN THE PLANNING OF SAME.

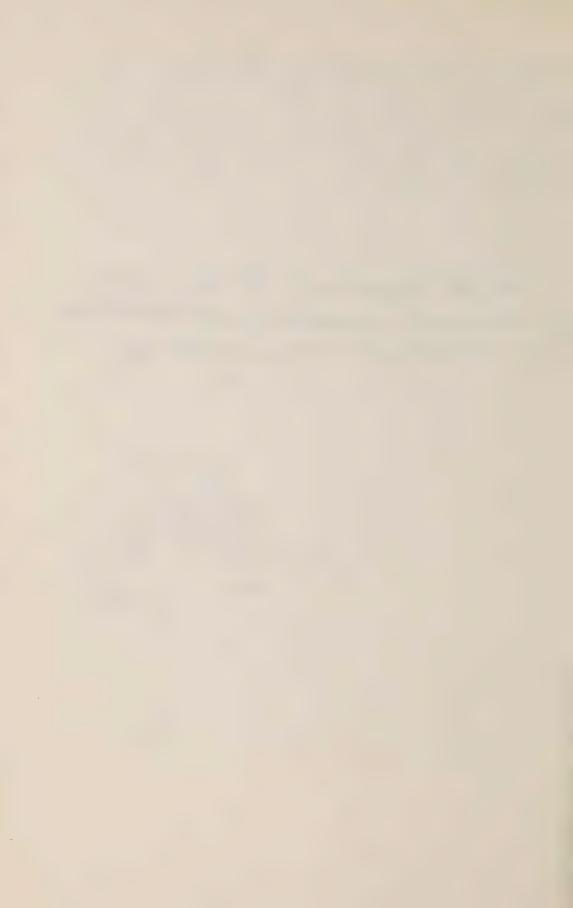


Members of the Commission, Municipal Members, Minister of Ladies & Gentleman, Government

Sinancial means on things lis what it says (Brief)

No. 74

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Northern Environment
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SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF NATURAL RESOURCES

PRESENTED AT

EAR FALLS
NOVEMBER 16, 1977





SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF NATURAL RESOURCES 808 Robertson St., Box 5160, Kenora, Ontario.

PRESENTED AT

EAR FALLS, ONTARIO

ON

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Ministry of Natural Resources

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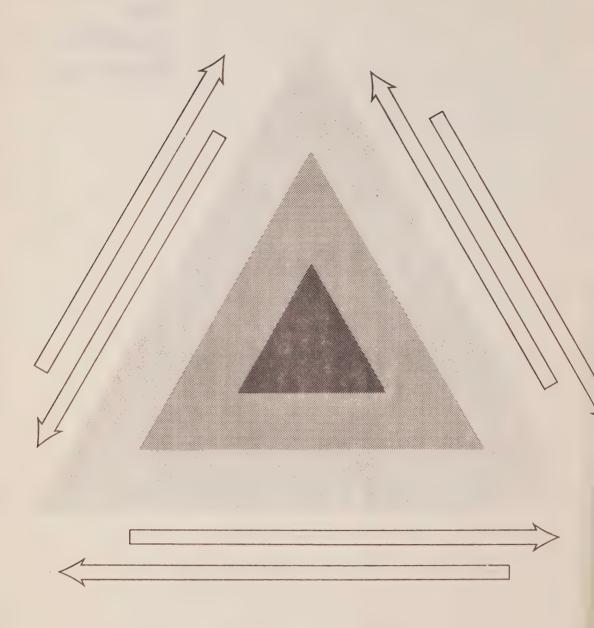
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Guidelines for Land Use Planning



GUIDELINES FOR LAND USE **PLANNING**

Revised January 1, 1974



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Ministry of Natural Resources Hon. Leo Bernier Minister

Dr. J. K. Reynolds Deputy Minister



Foreword

The Ministry of Natural Resources has been involved in land use planning for many years. This was necessary as most of the objectives assigned to the Ministry require large areas of land.

Until recently each Branch of the Ministry has been preparing its own plans primarily on a single purpose, short term basis without a clear indication of the objectives to be achieved by the plan. Where conflicts arose they were resolved in an ad hoc manner.

In recent years other Ministries intensified their land use planning programs. Society in general has increased its demand on the land based resources at the same time there has been a deepening concern felt by many people for the environment and the use of land. With these growing demands on the land base it has become apparent that a new approach to land use planning is required.

The planning approach which has been devised to obtain the necessary co-ordination of Ministry land use plans is called the Ministry of Natural Resources Strategic Land Use Plan. There are three basic points of difference between this approach and the detailed land use planning formerly done by the Ministry. First, land use planning must be preceded by clear statements of objectives which are to be achieved by the land allocation contained in the plan. Second, land use planning must proceed from the broadest geographic area, the Province, to the geographic components of that area, the Regions, and finally to the local level. Third, in order to obtain the broadest possible support for the land use plans and to ensure that they meet, as far as possible, society's expectations from the land, public participation is an integral component of the planning process.

Part of the Ministry's objectives will be met by using Crown land. Other parts of the objectives, for example gravel, fur production and much outdoor recreation, must be met through the use of privately owned land. Thus the Ministry of Natural Resources Strategic Land Use Plan will be concerned with all land and water not just Crown land.

The Ministry of Natural Resources Strategic Land Use Plan will be a document which will state in very broad and comprehensive terms how the Ministry wishes to use or influence the use of land to meet its objectives. The plan will co-ordinate all of the Ministry's land use programs and will be a

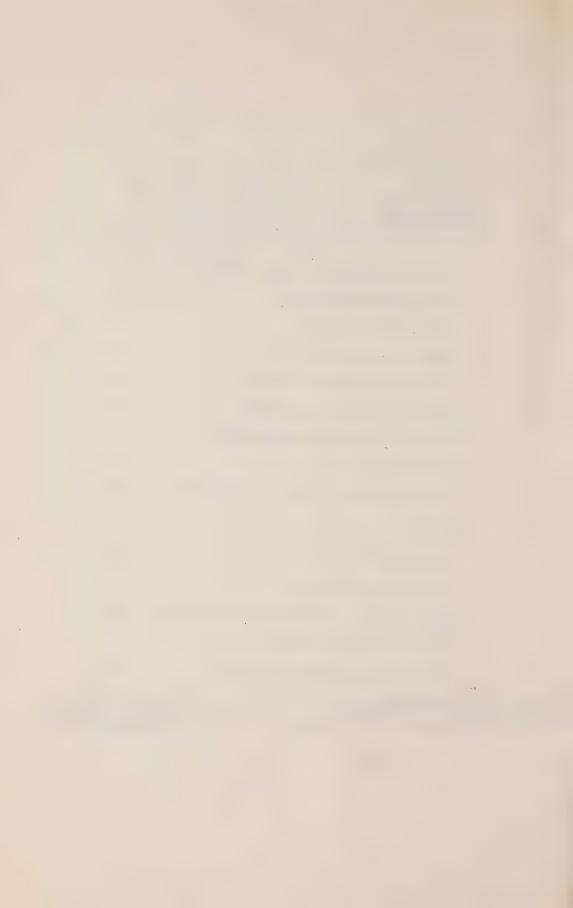
major part of the Ministry's contribution to provincial government development planning.

The guidelines for land use planning presented in this report are quite general. However, certain principles are outlined and the basic approach of land use planning by objectives is quite explicit. Refinements of the guidelines to meet particular regional requirements are acceptable provided they conform to the basic planning approach. While these guidelines have been prepared specifically for the Ministry of Natural Resources Strategic Land Use Plan, the basic approach and the planning principles apply to all land use planning of this Ministry.



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The Objective and the Basic Approach

The objective is to coordinate the various land using programs of the Ministry so optimum use is made of the resources of this province. Our proposed means of achieving this coordination is the Strategic Land Use Plan which is to be completed by April 1, 1975. The plan will indicate in broad and comprehensive terms how the Ministry proposes to use or to influence the use of the lands and waters of Ontario to achieve its objectives. The Strategic Land Use Plan will provide a broad framework to guide the Ministry's programs and will be the Ministry's contribution to Design for Development.

The basic approach to the plan is through a hierarchy of planning areas where objectives are identified and where area designations are made to achieve these objectives. Three levels of planning are recognized as follows:

- 1. The Province of Ontario
- 2. The planning regions of Ontario
- Local areas. This level includes many sub-levels of planning areas such as sub-regions (e.g. Central Ontario Lakeshore Urban Complex), regional municipalities, individual municipalities, and planning areas such as Lake of the Woods or Lake Temagami.

The first part of the Strategic Land Use Plan will be an overall provincial plan where provincial policies are formulated and where areas of provincial significance are designated. Then working within the overall provincial framework, policies will be refined and a broad land use plan will be prepared for each of the planning regions. The provincial plan together with the regional plans constitute the Strategic Land Use Plan. It is assumed that all local plans of this Ministry would then be required to conform to the Strategic Land Use Plan.

Examples of areas which would be designated by the provincial plan are: The Niagara Escarpment, the Rideau-Trent-Severn Corridor, Algonquin and Quetico Park and any other large wilderness areas.

Several options in the choice of suitable regions for the second level of planning were considered.

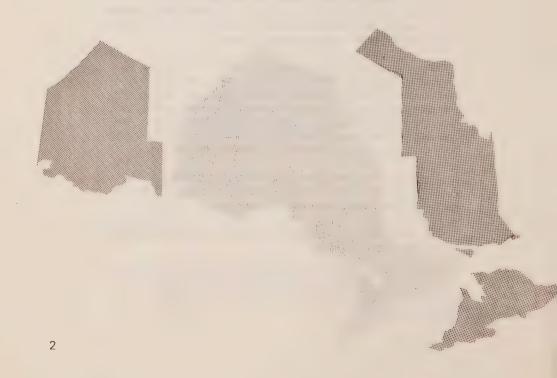
The first option was the Ministry of Natural Resources eight administrative regions. These regions are familiar to M.N.R. staff and would tend to facilitate certain parts of plan preparation and some aspects of plan implementation.

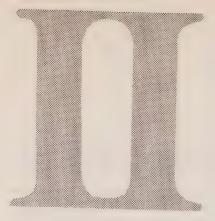
The second option was the five planning regions of the Province of Ontario as defined by the Ministry of Treasury, Economics and Intergovernmental Affairs. Advantages of these areas are: (1) the ease of liaison with other Ministries (especially TEIGA), (2) Government policy is to be formulated on the basis of the five regions, and (3) some provision is made for public participation. Since TEIGA controls the ultimate plan implementation power (Planning Act, and The Planning and Development Act) plans made within this framework may be more readily implemented especially in Southern Optario

A third option was to use a combination of the foregoing options and attempt to snare the benefits of each. The TEIGA regions coincide with pairs of MNR regions in Northern Ontario, therefore for that area it would appear to be expedient to use the TEIGA regions.

In Southern Ontario the two sets of regions are at considerable variance especially in the Huntsville area. To overcome this problem a proposed alternative is to use the whole of Southern Ontario as a planning region. By this option the benefits of the TEIGA regions could be realized and M.N.R. regional staff can still relate to their own regions.

The third option was chosen for use in preparing the Strategic Land Use Plan. Thus there will be four separate documents which make up the plan; the province as a whole, Northwestern Ontario, Northeastern Ontario, and Southern Ontario. (See Appendix B.)





The Planning Principles

The basic overall philosophy to guide land use planning is that plans are made for people. Within this Philosophy the Ministry recognizes seven planning principles that should be applied to all land use planning projects.

- Plans are made to achieve objectives. These objectives must be clearly identified in terms of what is to be done and for whom.
- 2. Public participation is an essential part of the planning process.
- 3. Planning is a dynamic process.
- 4. Fairness is required when dealing with the people concerned with the planning area.
- The plan should be made for a long term and should provide for future options.
- 6. The plan must allocate land so the most effective use is made of the land as it relates to the objectives.
- 7. The public good must take precedence over the private good.

Items 1, 2 and 3 of the above list will be discussed separately in later sections so only a brief outline of these principles will be given here.

An objective is a quantifiable end that is to be achieved. For most planning areas a variety of objectives are required (i.e. an objective for recreation, forestry, agriculture, etc.). This set of objectives is commonly called the policy for an area.

In formulating objectives and in handling public participation it is necessary to identify the primary client group for whom the plan is being made. A plan must relate to the needs and wants of people. However, different people may want different things from the same land area. Part of this difference in preference may be due to location of the people concerned.

To overcome part of these difficulties it is suggested that unless specifically directed otherwise, the planner will assume that the primary clients of a planning area are the local residents of that area. The terms of reference for a plan should therefore state specifically for whom the plan is being made. In many cases the primary clients may well be from outside of the area. For example, provincial parks or recreation areas are usually planned for the people of Ontario in general rather than for a particular local group.

Public participation is required at all steps in the planning process. Public participation means that the public to, be served by the plan must be actively involved in the plan preparation and not just reacting to proposals of the planning staff.

Planning as a dynamic process must be sensitive to changing conditions and new information. Thus planning is of necessity a continuous job and plans may be revised at any time. This situation may suggest chaos and disorder. However, if close attention is paid to the term process, and the original process is followed for each revision, such problems need not arise.

Fairness means that all people concerned with the planning area are treated justly. Once the primary clients are identified then no special privileges are given to any individual or to any particular group.

The planning horizon for land use plans is difficult to define. When a forester plants trees in an area he has implied a long term land use plan that may exceed 100 years. When wilderness areas are designated it is assumed that they will remain so indefinitely. Similarly, once an urban area is established it may stay an urban area for centuries. There are of course more flexible elements of a land use plan and certain uses may not require such long term commitments. For the Strategic Land Use Plan it will be assumed that the planning horizon will be the year 2000. This minimum planning period is convenient because many projections are made within this time frame.

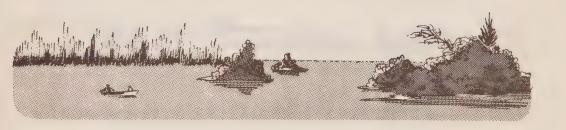
'Future options' for a planning area means planning an area so that its full use is not immediately utilized. This may be achieved by leaving some areas undesignated for any specific use, or by intentionally planning to underdevelop certain areas, or by assigning certain uses that are readily reversible.

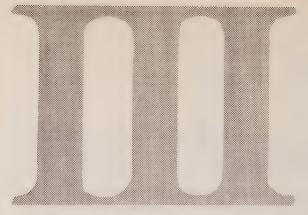
To be effective, a plan must make the best use of the land as it relates to the declared objectives of the plan. In the past, the principle of effectiveness has been misunderstood by some planners who attempted to plan for the 'highest and best use' with no regard to a set of objectives. This type of planning has been called resource indicative planning and it has usually been done from a simple analysis of land capabilities.

The kind of land use planning this ministry supports requires that we look at much more than the resources. Present use must be analysed and

problems and issues understood. Then a set of objectives must be adopted and the efficiency or effectiveness of the plan will be judged by how well it will achieve the stated objectives.

The principle of the public good being more important than the private good is well established. This is the basis for property expropriations for highways, power lines, etc. It is well understood by the public and provided it is applied with fairness no serious problems will result. However, it should be realized that objections from the individuals directly affected will still be made.



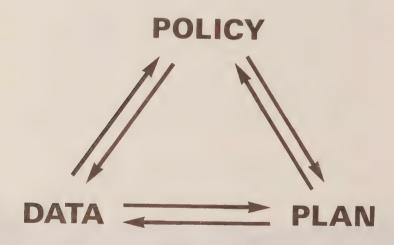


The Planning Process

A planning process is a sequence of steps that are set down to plot the course to be followed to prepare a plan. The steps are sequential so failure to accomplish any step halts the whole process. The basic steps in the planning process are:

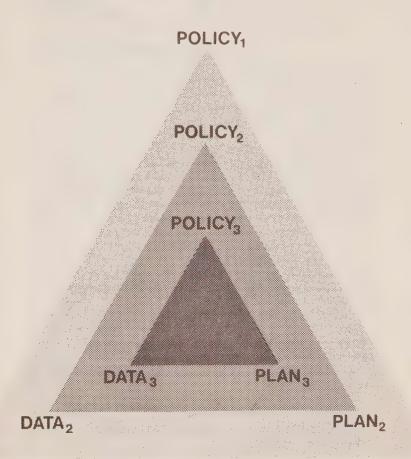
- Collection and analysis of data
- Formulation of the policy
- Preparation of the land plan

Because planning is a dynamic process the linear expression of the process is inadequate so a more comprehensive explanation must be made. The following figure indicates a series of iterations between the basic steps:



Here we see the complete interdependence between the basic steps. Policy formulation requires some data, but to know what kind of data to collect we must have some policy. When policy is formulated we can proceed to prepare a plan. However, the results of the plan may force us to revise policy and maybe collect more data.

A further dimension to this concept is the hierarchy of planning areas as shown by the following figure:



DATA₁ PLAN₁

The numbers 1, 2 and 3 refer to Provincial, Regional and Local plans respectively.

It is important to note that Public Participation should occur at every step in the planning process and not just as a reaction to decisions made. Public Participation will be discussed further in Section IV.

A more detailed explanation of the planning process is as follows:

1. ESTABLISH THE TERMS OF REFERENCE

The area to be planned should be defined and the purpose (or goal) of the plan should be stated in terms of what people are to be served and in what general way they will be served.

2. COLLECT AND ANALYSE DATA

Two basic kinds of data are required—the people and the resources. Resource data must be analysed to present a clear understanding of the potential of the area to produce benefits and an analysis of the present level of use. Information about the people must portray: (a) their needs and wants and (b) the problems and issues connected with existing land use.

3. FORMULATE THE GENERAL POLICY

This step can be achieved by postulating alternative sets of general objectives and choosing one set. Details on this procedure are given in Section VII.

4. PREPARE A CONCEPTUAL LAND PLAN AND REFINE THE GENERAL POLICY

Alternative conceptual land use plans should be prepared and evaluated before a final choice is made.

- PRODUCE FINAL LAND USE PLAN BY REFINING THE CONCEPTUAL LAND USE PLAN
- 6. PREPARE AN IMPLEMENTATION SCHEDULE FOR ACHIEVING THE PLAN.



Public Participation

Public participation in land use planning is a process of mutual education and co-operation which provides opportunities for all those affected, their elected representatives and technical specialists to work together in the creation of a plan which reflects their collective values, knowledge, experience and best judgement in a democratic manner.¹

This definition represents a major new development in the planning process, closely related to the revival of the philosophy that "planning is for people". Several writers, including a recent report by the Committee on Government Productivity, have observed that many people are questioning the legitimacy of the traditional decision-making process.

The reasons for this current state of affairs are not fully recognized or understood. Certainly rising levels of education and increasing exposure to the media, particularly television, are resulting in a better informed and more critical public. The increasing size and complexity of government is contributing to problems of confusion and frustration in the minds of many people. Others are questioning the effectiveness of the present system of voting and representative government in expressing the broad spectrum of public views on a wide range of planning issues. Although all these reasons are partially responsible, the most important factor may be the major cultural changes in recent years which have caused many to question and some to reject the narrow economic objectives of most traditional planning. It has been this questioning of "what is to be achieved" that has led to many recent planning failures in Ontario.

Whatever the reasons, citizen participation has now become an integral part of the planning process in Ontario today.

LEVELS OF PARTICIPATION

Arnstein² described a ladder of citizen participation which identified three broad levels of participation.

The first level is called non-participation and is typified by manipulation of public opinion through the use of public relations and advertising techniques. This is a process of selling a product rather than real participation.

¹Connor, D. M. "Constructive Citizen Participation", D. M. Connor Development Services Ltd., Ottawa 1973.

² Arnstein, Sherry R., "A Ladder of Citizen Participation." Journal of American Institute of Planners, Vol. 35, July 1969.

The second level is called tokenism. It involves informing and consulting the public on issues, but no real dialogue takes place, and there is no sharing of the decision-making responsibility.

The third level describes several degrees of real citizen participation. These range from a partnership situation among planners, politicians and people, to a situation where citizens actually have the decision-making authority. This ultimate level of citizen control is probably not appropriate to planning within our representative system of government, where the final authority for decisions rests with the legislature.

We are adopting a degree of citizen participation which is a form of partnership. People dialogue with their elected officials and planners on the issues. Values are expressed, information is exchanged and experiences are shared in an open process. Participation starts at the beginning of the process at the data collection stage and continues through to the adoption of the final plan. All information is available to the public, and no decisions are made in secret. An open planning process should encourage a free and honest discussion of the issues, and avoid the adoption of opposing intransigent positions.

It is important to emphasize that the elected officials must be part of this process. In this way the public are sure that their views are heard and considered by the decision-makers, and hence accountability is quite clear. Conversely, the politicians must realize that citizen participation is not a denial of their responsibility as elected representatives, but rather it is intended to assist them in making the best possible decisions.

It is our observation that most responsible citizen participation advocates are not demanding decision-making authority for themselves or decisions by referendum. Their real desire is for a fair process in which the views of those affected are heard and considered. Our experience in planning for Quetico and Bronte Creek Provincial Parks as well as for Lake Temagami and the Rideau-Trent-Severn Corridor would seem to support this.

ADVANTAGES OF PUBLIC PARTICIPATION

Some of the advantages of involving citizens in an open planning process are outlined below.

- Citizens who are familiar with an area can correct any errors or omissions in the data which is collected by planners.
- The discussion of problems and issues in an open forum can create an atmosphere of mutual understanding among opposing groups and contribute to the resolution of conflicts.
- Citizens who are involved in a planning process can often produce creative ideas which may not occur to planners restricted by their conventional wisdom.

- 4. Those people who are actively involved in an open planning process will generally be committed to the completed plan.
- An open planning process will effectively prevent land speculation, because speculation can only survive where a privileged few have access to information.
- Citizen participation is possibly the most efficient and cost-effective way of public decision-making. Frederick Thayer, in a paper written for the Committee on Government Productivity puts it this way:

.... While conventional wisdom argues that participation slows down decision processes, adds to the overall cost and design of implementation, and introduces a host of irrelevant factors, participation may do precisely the opposite. Most decision-making studies never examine the costs of overcoming consequences not foreseen in advance. There can be no better way of discovering these unforeseen consequences, long a major problem of administration, than by involving in the decision processes those likely to be affected by them. A slower decision can become economical over the long term.



METHODS FOR PUBLIC PARTICIPATION

The essence of public participation is the free exchange of ideas. There are many techniques for achieving it, and the merit of each depends at least partly on the amount of two-way communication which is fostered. Some of the more important methods and the relative effectiveness of each in the planning process are discussed in the following.

1. Workshops and Seminars

Workshops and seminars are small group discussions which can result in excellent two-way communication. Depending on who is involved, the workshop approach can be of moderate to high value to the planning process. This technique is most valuable if those attending the workshops are well informed, respected and represent a cross-section of the interests in the planning area.

2. Key People

Key people of a planning area are knowledgeable, respected by the general public and have the power to influence decisions in their area. They are also called influentials, power actors or respected persons. Many people have questioned the use of key people in the planning process because of the elitist nature of the approach. Recognizing this, it is important to balance it with other techniques in an open process. It is clear, however, that if key people are not involved in the process, the resultant plan will likely fail. The method is rated as moderate to high value in planning.

3. Interest Groups

In this method the planners meet with various interest groups in the area to discuss the planning issues. Two-way communication is possible in this approach, but there is no opportunity for opposing views to be heard. If the planners recognize the bias of the particular group, this method can be moderately effective.

4. Local Governments

If the planning agency is part of a senior government, then local government officials are an essential part of a public participation program. The local perspective of some of these people may cause this method to rate only moderate to low in effectiveness for broad planning.

5. Storefront Display

This method is gaining in popularity because of the informality of its approach. Essentially it involves the display of information about a plan in a street level building within a planning area. People are permitted access to the building at their leisure, and encouraged to respond with their thoughts and concerns. This method could be rated as moderately effective, although it does require that people enter the planners arena rather than the reverse.

6. Advisory Committees

The value of advisory committees may range from high to low. If respected knowledgeable people are selected for the committee and if the terms of reference are sufficiently clear, then this approach may be rated quite high. On the other hand a poorly selected committee with vague terms of reference can be a disaster.

One further note here is that it is nearly always preferable to work with established groups in an area (e.g. a conservation authority) rather than create a new committee

7. Public Hearings and Meetings

This is the most frequently used method of participation, and in many instances one of the least effective techniques. Hearings are usually formal sessions where the planning agency listens to briefs submitted by interest groups. Public meetings are also usually quite formal affairs where the public listens to a presentation by the planning agency. Response to the presentation may be permitted but it is usually rather formal and limited.

While the two methods differ slightly, the results are usually similar due to the lack of adequate two-way communication. As a result, this method is rated low.

8. Surveys and Questionnaires

This is a relatively inexpensive method of determining public views but it is generally rated low because of the relative rigidity of the questionnaire, and the possibility of interviewer bias. In most cases this approach involves one-way communication only. It is usually a straightforward process to analyse the output of surveys in terms of the planning issues.

9. News Media

The use of newspapers, radio and television for public participation is rated low because of the one-way nature of the communication. This may be partially alleviated by providing for public feedback through letters, but this restricts response to relatively few people who are motivated and capable of replying in this manner. It is important to point out however, that the news media are extremely useful for advising the public of a planning program, the planning issues, and of the various opportunities for them to participate.

The significance of the foregoing is not the relative effectiveness of each technique, but the fact that there are many methods which should be used in combination. No one approach is adequate by itself, nor is any combination appropriate for all planning situations.

Each planning project must have its own citizen participation program designed to take into account the unique conditions and circumstances of the area. Planning for public participation requires not only the selection of the appropriate techniques, but also determining who to involve, scheduling the stages and budgeting for the program. Furthermore, details on meeting places, displays, printed material and advertising should be worked out at this time.

Planning for and carrying out an effective public participation program requires special skills and training. Not all planners or administrators are capable of doing this. Consequently, it should be an accepted principle, that when such expertise is not available within the planning agency, that outside assistance will be contracted.

The short term value of a citizen participation program or technique can be measured in terms of information on public needs and values which is provided, and the amount of mutual trust and free exchange of ideas which has been fostered. In the long term of course, the measure of success is the creation of a good plan that is relatively acceptable to a majority of the people affected by it.



Data Collection and Analysis

Data for land use planning is divided into five broad categories as follows:

- 1. PEOPLE
- 2. NATURAL RESOURCES
- 3. PRESENT USES, DEVELOPMENTS AND TRENDS
- 4. EXISTING PLANS
- 5. NEEDS AND WANTS, PROBLEMS AND ISSUES

Data may be collected and displayed as information on maps for much of the above, however, an analysis of the data must also be done through a written report.

1. PEOPLE

Data for people must be collected and analysed under the following headings:

- A. Brief history of settlement and development
- B. Number, distribution and selected socio-economic characteristics (e.g. age, education, income, employment, etc.)
- C. Population projections to year 2000 for region and growth centres (TEIGA figures)
- D. Ethnic groups such as Indians
- E. List of key people and groups

2. NATURAL RESOURCES

A check list for data required for Natural Resources is as follows:

- A. Watersheds and Waterbodies
- B. Topography and Soil Cover
- C. Agricultural Capability
- D. Forestry Capability
- E. Fish and Wildlife Capability
- F. Mining Potential
- G. Recreation Capability
- H. Sensitive Areas and Features*
- 1. Timber Stands (Composition and Age)
- J. Present Fish and Wildlife Populations

^{*}Sensitive areas and features are covered in detail in Section VI.

3. PRESENT USES, DEVELOPMENTS AND TRENDS

The following is a check list for data required:

- A. Land Tenure
- B. Transportation and Communication (roads, railways, airports, harbours, power lines)
- C. Industry
- D. Agriculture
- E. Timber Operations
- F. Mining
- G. Trapping and Commercial Fishing
- H. Commercial Lodges, Youth Camps, Ski Areas, Marinas and General Service Centres
- I. Cottages, Cabins and Rural Dwellings
- J. Public Recreation Developments (parks, access points, etc.)
- K. Canoe Routes, Portages and Walking Trails
- L. Hunting and Sport Fishing
- M. Other Crown Land Recreation Uses
- N. Garbage Dumps
- O. Water Quality and Controls

In addition to preparing maps for the above, it is also necessary to analyse the impacts on the planning area in terms of number of people involved, economic benefits and environmental consequences.

DEGREE OF DEVELOPMENT

Present use, or development, is to be further analysed by preparing a degree of development map. For the Strategic Land Use Plan this map will be prepared by using a township-sized grid and where no townships exist the nearest township grid may be extended or projected. For local plans the degree of development analysis should be done on a square mile grid. In either case, all significant developments are given a score and then aggregated and classified as to the degree of present development. The scoring system and degree of development classes are shown in Appendices D and E.

The reason for calculating degree of development is to give the planner an understanding of the existing use of an area. We have no practical way of calculating the actual use of most planning areas. Therefore, we use degree of development as a proxy measure for the actual amount of use. This is based on the simple assumption that the amount of use varies directly with the amount of development. For example, an area with 100 cottages would get twice as much use as an area with 50 cottages.

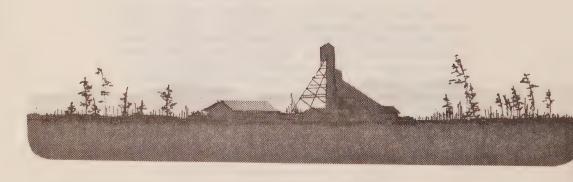
It is recognized that the use of this assumed simple linear relationship may have problems and we are attempting to improve it. In the meantime our planning program will have to proceed with the assumptions that have been made.

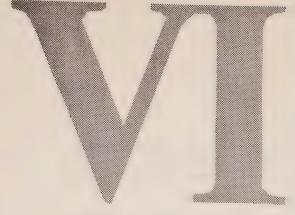
4. EXISTING PLANS

Existing plans and planning areas should be shown on a map and described in a report. This includes official plans and plans of other ministries such as Treasury, Economics and Intergovernmental Affairs, and Industry and Tourism, as well as the management plans of the Ministry of Natural Resources.

5. NEEDS AND WANTS, PROBLEMS AND ISSUES

The desires of the people of the planning area, together with the local problems and issues, should be itemized and described in a brief report. This information may be obtained as a major output of the public participation program which is described in Section IV. Another technique is for the planner to keep a scrapbook of newsclippings about the area. Major issues will soon become apparent due to the number of times they recur in the news media.



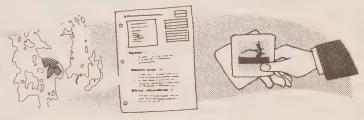


Sensitive Areas and Features

An inventory and evaluation of sensitive areas and features will be made. Sensitive areas and features are places that include some conspicuous value for one or more of the objectives of the Ministry and that would readily be damaged by certain developments or uses.

Sensitive areas and features will be located, described, numbered and classified as to type and significance. Appendix C gives the standard format for this inventory.

Location of sensitive areas should normally be done by marking the area on a section of a 1:50,000 map. Description should be by written report and by photograph where possible.



Sensitive areas should be numbered consecutively for each administrative district and then classified as to type as follows:

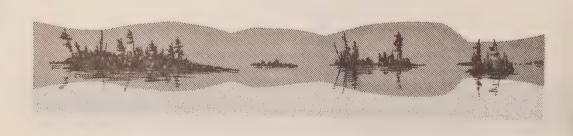
- V vegetation
- W fish and wildlife habitat
- G geology and landforms
- H historic and cultural
- C complexes

The relative significance of each area or feature should be further classified as provincial, regional or local. The primary basis for this classification is the importance or uniqueness of the feature. Thus a provincially significant feature would be of interest throughout the province and a regionally significant feature would attract attention throughout a whole region, etc.

Management guidelines should be recommended for each area in the report. This should include an analysis of the potential for damage and recommendations for use and protection of the area.

The sensitive areas and features forms, when completed, will be assembled into one report for each administrative district. These reports will be vital for many levels of planning including the Strategic Land Use Plan.

With regard to the planning implication of the sensitive areas report it should be stressed that the report is only a series of recommendations. While the Ministry of Natural Resources may wish to preserve and protect all sensitive areas, trade-offs may be necessary and can only be determined through a planning process.





Policy Formulation

For land use planning, the term "policy" means the set of objectives that are derived for the planning area. Regardless of the amount of information we assemble on the natural resources of this province, we cannot prepare a land use plan without policy. Plans are made for people. Therefore we need people information as well. But information is not enough, we also need decisions concerning what is to be done for the people of Ontario. Decisions of this nature are called policy for an area.

Policy must relate to the needs and wants of people. But the supply of resources may be insufficient to meet all needs. Another reason for not meeting all needs is that costs may be too high. So before tentative policy is formulated it is necessary to have a general knowledge of the production possibilities of the land.

A further problem with policy is that it cannot be finalized until the objectives are integrated because one objective may require the same land as another. The integration and refinement of objectives is difficult or impossible to accomplish without a land use plan. Therefore we face a dynamic situation where policy is required before a land use plan is made but policy cannot be finalized until alternative land use plans are evaluated.

BASIC NEEDS

To assist in setting tentative policy it is necessary to recognize the basic needs of society that are dependent on land

- food
- shelter (a place to live)
- jobs (income)
- recreation and culture
- quality environment

It is suggested that all objectives must be directed to meet one or more of these basic needs. It is also suggested that a reasonable balance is required (among the various basic needs) and that variety of choice is desirable (within any given need). Planners in isolation have no way to determine the optimum balance and variety. The best way to approach this task is through an open planning process with the public to be served. This process should allow for and encourage, a positive and constructive participation rather than the negative or reactive participation which is now quite common.

BENEFIT POTENTIALS

Analysis of capability maps can give useful information about the ability of the land to produce certain products. However, unless these products are related to human benefits we do not have a good planning tool. Benefits should either be stated in terms of person days, jobs, or net export dollars earned. Costs of producing the benefits are also required.

Benefit potentials for each objective should be calculated in isolation (as a single use) and without pre-conceived trade-offs. Otherwise, comprehensive alternatives cannot be formulated.

PRESENT USE

Analysis of present use and present production of benefits should be done in the same manner as for benefit possibilities (i.e. person days, jobs, and dollars earned). In addition, problems and issues must be summarized and impacts on the environment described.

The main purpose of analysing present use is to provide the starting point for policy formulation because present use is the best indicator of current policy. Therefore any new policy must either confirm or deny the present uses. Policy must also deal with problems and issues and provide for future users.

To assist in the process of preparing a general analysis of the resource potential, the present use and the surplus potential the following form may be useful. The objective categories listed are those that are relevant for strategic land use planning.

RESOURCE AND PRESENT USE ANALYSIS

| OBJECTIVE
CATEGORIES | CAPABILITY | PRESENT USE | POTENTIAL FOR MORE BENEFIT |
|-----------------------------|------------|-------------|----------------------------|
| | See Note 1 | See Note 2 | See Note 3 |
| URBAN | | t · | |
| RURAL
RESIDENTIAL | | | |
| AGRICULTURE | | | |
| FORESTRY | | | |
| MINING | | | |
| TOURISM | | | |
| OTHER JOB
PRODUCING USES | | | |
| RECREATION | | _ | |

Notes: 1. State whether low, moderate or high.

- 2. State whether present level of benefit use or consumption is below, at, or exceeding the capacity of the area to sustain this use.
- 3. State whether none, slight (up to 10% increase), significant (up to 50% increase) or major (50%+).

GENERAL POLICY

To formulate general policy for land use planning at the Provincial or Regional level objectives must be stated for each of the objective categories.

Alternative general policies (or sets of general objectives) may be expressed using the following code system to indicate the proposed benefits per capita to be achieved.

- 0 hold the status quo
- + a slight increase (up to 10%)
- ++ a significant increase (10 to 50%)
- +++ a major increase (50% or more)

Reductions to future benefits may be shown by negative signs (—) in steps similar to the above.

Alternative general policies for a planning area could be summarized in tabular form as shown below.

| OBJECTIVE
CATEGORIES | ALTERNAT | | RAL POLI | CIES |
|-------------------------|----------|-----|-------------|------------|
| | | _&_ | | ~ |
| URBAN | + | + | ++ | 0 |
| RURAL
RESIDENTIAL | 0 | + | 0 | <i>(</i> " |
| AGRICULTURE | .0 | + | ++ | 0 |
| FORESTRY | + | + | ++ | ۲. |
| MINING | + | 0 | ++ | 0 |
| TOURISM | + | ++ | +++ | 0 |
| OTHER | 0 | ++ | + | ٠ |
| RECREATION | + | 0 | _ | CO# |
| ENVIRONMENT | 0 | - | - | 0 |
| | | | | |

With this type of presentation it is possible to summarize (very generally of course) the benefits that are sought and the nature of the trade-offs that are necessary.

It should be noted and stressed that we are preparing a long term plan. By the year 2000 the population of this province will have increased by 50% (See Appendix G). Objectives are stated in terms of benefits relative to the population. Therefore a "status quo" objective would require a 50% increase in actual quantity of benefits to be made available. A slight increase objective would require up to 60%, a significant increase up to 100% and a major increase would require more than 100% increase to the actual benefit level.

The presentation of policy thrusts in a tabular form does not replace the need for a written presentation. The question of environmental protection is very important in this case because tabulation of quantifiable objectives is not very satisfactory and a more philosophical policy must be presented in words.

Other policy subjects to be dealt with are energy and future flexibility.

Since we are planning within the framework of the government's Regional Development Program much of the general policy has already been worked out. We can therefore take the Regional Development Reports as a starting point and attempt to fill in the voids. Present Regional Development plans have more or less covered policies for urban areas and for jobs. However, these documents normally lack objectives for agriculture, rural residential, recreation and the environment.

REFINING THE GENERAL POLICY THROUGH EVALUATING CONCEPTUAL LAND USE PLANS

General policy should be refined through an iterative process in which what is desired is compared with what is possible due to costs and land limitations. Alternative conceptual land use plans are required at this time because costs of achieving any particular objective could vary according to the type of land allocated and the location of that land.

In planning a small specialized area, such as a park, the concept of a hierarchy of objectives is quite appropriate. On the other hand plans for a large area require a more balanced approach to dealing with the various objectives. Still even for a large area, certain of the objectives may be less negotiable than others and these should be considered first.

For practical purposes we might find it very useful to consider urban, agricultural, certain public recreation objectives and certain environmental considerations to be the relatively non-negotiable elements of a land use plan. Policies for these objectives might therefore be refined first and a framework plan roughed out to assist in sorting out other policies and uses.

For policy formulation and refinement the following list of questions about each objective category should be answered. In addition, the rationale for the answer for each question should be provided so sensible trade-offs can be made should they be required. For purposes of this discussion we are assuming that an overall population policy is given and that our planning horizon is the year 2000.

1. URBAN

How will the population of Ontario be distributed?

- a) among the planning regions?
- (b) within each region?

2. RURAL RESIDENTIAL

Under what circumstances and where will rural residential use be condoned?

3. AGRICULTURE

- (a) What is the basic purpose of agriculture and to what extent will this end be achieved?
- (b) What areas within the province are of critical or unique concern for agriculture?

4. FORESTRY

- (a) What benefits are to be provided provincially and regionally?
- (b) What areas are of vital or critical concern to produce these benefits?

5. MINING

- (a) What benefits are to be provided provincially and regionally?
- (b) What areas are of vital or critical concern to produce these benefits?

6. TOURISM

- (a) What benefits are to be provided provincially and regionally?
- (b) What areas are of vital or critical concern to produce these benefits?

7. OTHER ECONOMIC OR JOB ORIENTED USES

- (a) What benefits are to be provided provincially and regionally?
- (b) What areas are of vital or critical concern to produce these benefits?

8. RECREATION AND CULTURE

For recreation and culture three subjects appear to be of major concern for strategic land use planning due to the exclusive or long term nature of the commitment. They are:

- (a) Wilderness—to what extent and where will wilderness recreation opportunities be provided?
- (b) Natural Environment—to what extent and where will natural environment oriented recreation be provided?
- (c) Cottaging—to what extent and where will cottaging benefits be available?

Other forms of recreation such as intensive public recreation, trails, angling and hunting, will also require policy.

9. ENVIRONMENT

What minimum standards should be considered a basic human right with regard to the following:

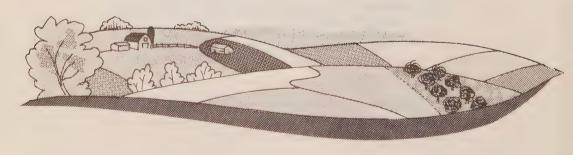
- (a) water quality
- (b) air quality
- (c) noise
- (d) open space and visual pollution
- (e) what special or sensitive areas within the province should be preserved from degradation?

10. ENERGY

What amount and kind of energy will be made available over the next 30 years? What areas or natural resources are critical to the achievement of the energy objective?

11. FUTURE FLEXIBILITY

What proportion of our land should be set aside so future options for development and use are available?





The Land Use Plan

The report which presents the land use plan shall consist of three parts as follows:

- (1) BACKGROUND INFORMATION (the terms of reference plus the data analysis)
- (2) GENERAL POLICY AND ALTERNATIVE CONCEPTUAL PLANS
- (3) THE LAND USE PLAN (a map plus a written policy statement for each area designated on the map)

In addition, an appendix shall include a documentation of the public participation program and brief summary of the meetings held in connection with the planning process.

A precise methodology for the preparation of the land use plan is not given because none of the existing ones are satisfactory. The resource indicative methodology is specifically rejected as are a variety of methodologies based on preconceived units of one sort or another. Rather we believe that the best way to prepare a land use plan is to adhere to the process and principles outlined in these guidelines.

It should be stressed that planning is a process and the only way to draw planning lines is to go through that process. The planning team must be familiar with the area; they must collect and analyse the necessary data; they must clearly understand the problems and issues of the planning area and the objectives that must be met; then they can draw planning lines and they will not need a mechanical method or a formula to do so.

It should also be understood that planning is a process in which a plan evolves and the job of actually drawing planning lines on a map is a shared one and is not the exclusive role of planners.

Each area designation made on the planning map must have reference to one or more of the objectives of the plan. Each area designated must be given a reference number and a land use code.

The reference number is to locate the written statement concerning the

policy for the area. The area policy must specify the objective or objectives to be met within the area. This statement will be relatively general in the case of the strategic plan but much more specific in the case of a local plan. It will include details regarding the present use and degree of development of the area as well as the prescribed or planned degree of development and use.

The land use code is a summary of the policy statement and will show the planned degree of development and the use or uses. The degree of development in this section is not to be confused with the existing degree of development that is described in Section V where we calculated the existing degree of development as a summary of all present accountable developments. In the policy statement the degree of development is a statement of the proposed or planned degree of development. The same scoring approach is used for both purposes.

Degree of development can be used in the policy section to indicate three land use considerations or strategies. First, it may be used to indicate how we propose to protect the environment in a very general way. For example, dense degree of development should only be prescribed for areas that can withstand the heavy use. A general guide for designating degree of development is as follows:

Maximum Degree of Development

| deep soiled areas | 1 | (Very Dense |
|------------------------------------|---|-------------|
| patterns of deep and shallow soils | 2 | (Dense) |
| shallow soils | 4 | (Moderate) |
| patterns of shallow and bare soils | 6 | (Sparse) |

The second function of degree of development is to provide for a variety of conditions within the planning area especially with respect to recreation.

The third use of the degree of development concept is to provide a means for allowing for future options or future flexibility. This can be shown and noted by intentionally designating certain areas for a degree of development that is below the areas' natural potential.

The degree of development code system and the use codes are shown in Appendices E and F.

It should be stressed that the use code is only an approximation of the policy statement which must explicitly outline the intended uses. It is to be assumed that uses not listed are not to be condoned.

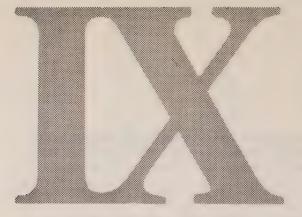
The size of areas to be designated in the Strategic Land Use Plan will vary from one part of the province to the other. It will depend on resource characteristics, present use and the nature of the objectives to be met.

Present use is a major consideration in making area designations and

prescribing policy. Generally speaking present use should be disturbed as little as possible due to the costs (social and economic) involved. However, this does not mean that a good plan will not disturb present use at all.

Another useful concept that may have some application is the concept of a 'buffer' which is sometimes called the 'donut' concept. In this case areas prescribed for very sparse developments are surrounded by a buffer of the next higher degree of development. While the buffer technique has its place there may also be other places where the 'hard edge' effect is desirable (i.e. dense development immediately adjacent to sparse development).





Plan Evaluation, Approval and Review

Land use plans will be evaluated on the basis of their conformity to the principles as outlined in this document. In addition, they must be presented in such a way as to be readily understood by the general public.

The approval route is as follows:

- 1. Regional Director (or Directors)
- 2. Land Use Co-ordination Branch
- 3. Other Branches of Divisions

Before the Minister finally approves a plan all other interested or concerned Ministries must have a chance to comment.

Plans should be reviewed from time to time and revised if necessary. A prescribed period is not given for plan review since planning is a dynamic process and the reasons for plan review cannot be expected to occur at planned intervals. Therefore after the Minister approves a plan the review of that plan will be at the discretion of the Minister who will, of course, be advised by people affected by the plan.

The review procedure should follow the same principles and procedures as for the original plan. It is important that the review be done with the same care and openness. Otherwise the legitimacy of the planning process and the plan itself will be open to question. When a plan is reviewed and revised the new plan should follow the regular approval route.

Appendices

APPENDIX A

TERMINOLOGY

POLICY - refers to decisions concerning objectives to be achieved and the means of achieving them. Fo

achieved and the means of achieving them. For the strategic land use plan we are mainly concerned

with the objectives.

OBJECTIVE - A quantifiable and attainable end.

TARGET — A quantified end with a call date.

MANAGEMENT - The control and co-ordination of means to achieve

objectives, within the constraints of policy.

LAND — When this term is used generally it includes both

land and water.

LAND USE — The role of land in satisfying man's needs.

LAND USE PLAN - A document prescribing the role of land in satisfying

man's needs.

MULTIPLE USE - Two or more uses on the same general area at the

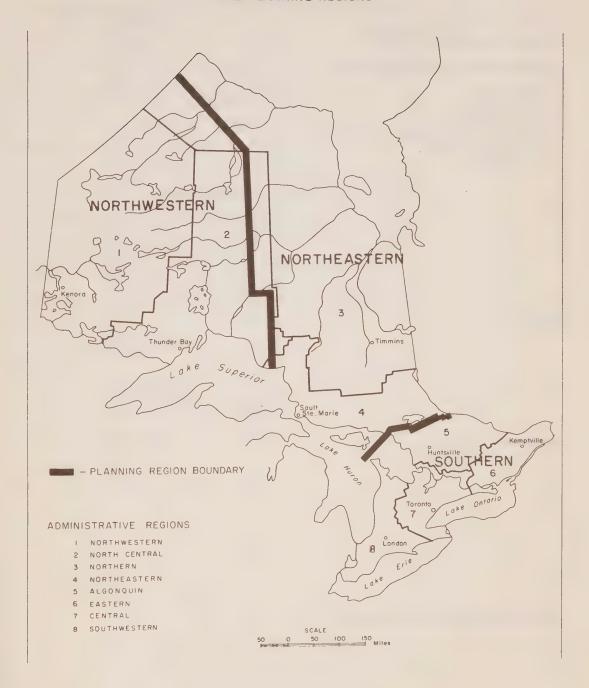
same time or in sequence.

USE CAPABILITY - The natural ability of an area to produce goods and

services or the natural ability of an area to attract and sustain intensive use at a given level of

management.

THE PLANNING REGIONS



APPENDIX C

Sensitive Areas and Features Report Form

Location Map Scale 1:50,000 or 1:250,000

Encircle and/or place arrow to indicate exact site

Category Code

V - Vegetation

W - Fish and Wildlife

G - Geology and Land forms

H - Historic and Cultural

C - Complexes

| District | |
|---------------------|--|
| Category and Number | |

| Local Name |
|--------------|
| Significance |
| Source |

| Township or Basem | ар | |
|-------------------|------------|--|
| Lot | Concession | |
| Ownership | | |
| Date | | |

Description ---

Potential for Damage —

Recommendations for Use and Protection -

Note: Printed form will include a second page for additional information, photographs and maps.

APPENDIX D

DEVELOPMENT UNIT SCORING SYSTEM

| Seasonal | | Development Unit Score |
|---|---|------------------------|
| Residences | per single
family unit | |
| 775016011003 | taining unit | 1 |
| Permanent | per single | |
| Residences | family unit | 2 |
| Other Permanent | | |
| Buildings or Develop - | | |
| ments e.g. industries, | | |
| stores, gas stations | per 5 employees | 2 |
| _ | p== = = = = = = = = = = = = = = = = = = | 2 |
| Roads | paved, per mile | 3 |
| | gravel, | |
| | all weather, per mile | 2 |
| | seasonal, per mile | 1 |
| Railroads | per mile | 2 |
| | | _ |
| Major Power Lines | per mile | 1 |
| Pipelines | per mile | 1/ |
| 1 ipelilies | permile | 1/2 |
| Docks and Dam | per 100 lineal | |
| Structures | feet | 1 |
| | | |
| Campgrounds and | _ | |
| Roadside Developments and Access points | per 5 acres | |
| and Access points | developed | 1 |
| Garbage Dumps | per acre | 2 |
| | | |
| Quarries, Pits, | | |
| Slag heaps | per acre | 1 |

APPENDIX E

DEGREE OF DEVELOPMENT CLASSES

| 1. | Very Dense | 32 or more dev | /elopment | units | per s | quare | mile | |
|----|-------------------|----------------|-----------|-------|-------|-------|------|--|
| 2. | Dense | 16 – 31 | " | " | " | " | " | |
| 3. | Moderately Dense | 8 – 15 | " | " | " | ** | ** | |
| 4. | Moderate | 4 - 7 | " | ** | " | " | ** | |
| 5. | Moderately Sparse | 1 – 3 | " | ** | " | " | " | |
| 6. | Sparse | Less than 1 | " | ** | " | " | " | |
| 7 | Vory Sparce | No significant | developm | ent | | | | |

APPENDIX F

LAND USE CODES

| U | Urban |
|---|-------------------------------------|
| Α | Agriculture |
| Ε | Resource Production and Extraction |
| С | Commercial Based Recreation |
| R | General Recreation Private and Publ |
| Р | Public Recreation |
| M | Mixed Uses |
| S | Special Use — to be specified |
| | |

Use relationships may be shown as follows:

- 1. A single capital letter (except for M) indicates exclusive single use.
- A capital letter followed by a small letter (or letters) indicates the highest priority (or primary use) followed by the other uses of lower priority.
 Priority in this case indicates both the investment policy of the government and the primacy of land use.

An example of a typical map coding would be 4Re. This code suggests an area of moderate degree of development primarily for recreation but with resource extraction and production as a secondary use.

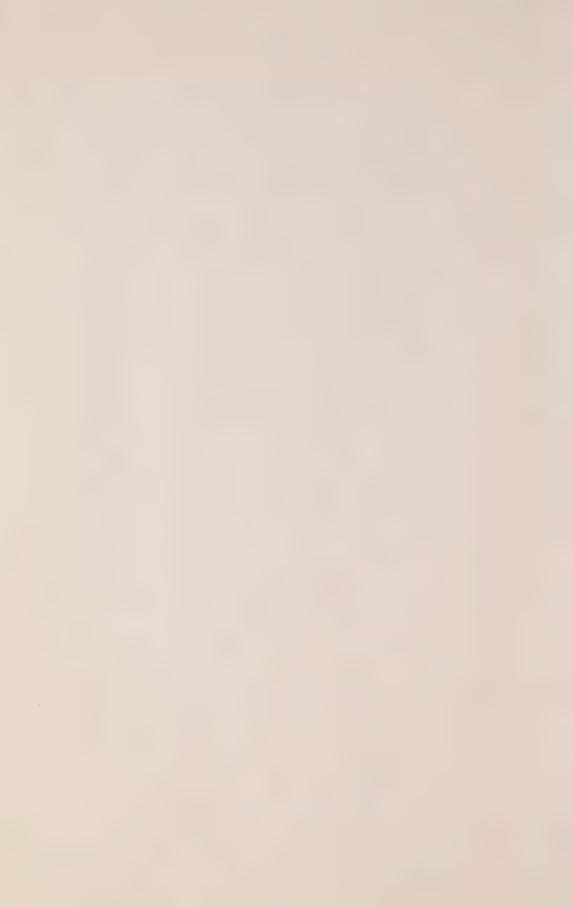
POPULATION PROJECTIONS FOR ONTARIO AND THE PLANNING REGIONS 1971 TO 2001

| 2001 | 995'696'9 | 1,771,325 | 1,606,875 | 873,842 | 336,611 | 11,558,219 |
|-------|-----------|--------------|-----------|--------------|--------------|------------|
| 1996 | 6,575,062 | 1,671,061 | 1,515,920 | 824,379 | 317,605 | 10,904,027 |
| 1991 | 6,144,918 | 1,561,739 | 1,416,748 | 770,448 | 296,827 | 10,190,680 |
| 1986 | 5,742,919 | 1,459,569 | 1,324,064 | 720,045 | 277,408 | 9,524,005 |
| 1981 | 5,317,513 | 1,351,453 | 1,225,985 | 802'999 | 256,859 | 8,818,518 |
| 1976 | 4,923,623 | 1,251,345 | 1,135,171 | 617,322 | 237,832 | 8,165,293 |
| 1971* | 4,644,927 | 1,180,514 | 1,070,916 | 582,379 | 224,376 | 7,703,112 |
| Area | Central | Southwestern | Eastern | Northeastern | Northwestern | Total |

Source: Ontario Population Projections–1966 to 2001, Municipal Projections, Ministry of Treasury, Economics and Intergovernmental Affairs

^{*} Revised on basis of 1971 Census









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